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History *and* Development
of the Housing Movement *in*
the City of Washington, D. C.

By GEORGE M. KOBER, M. D.



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BATES STREET, BETWEEN P AND Q, FIRST AND THIRD STREETS, N. W., ILLUSTRATING CONVERSION OF AN ALLEY (AS SHOWN IN FIG. 8) INTO A MINOR STREET. RENTS, 3 ROOMS AND BATH, \$9.50 TO \$10.50; 4 ROOMS AND BATH \$12.50 TO \$13.50; 5 ROOMS AND BATH \$17 TO \$17.50.

The History and Development of the Housing Movement in the District of Columbia

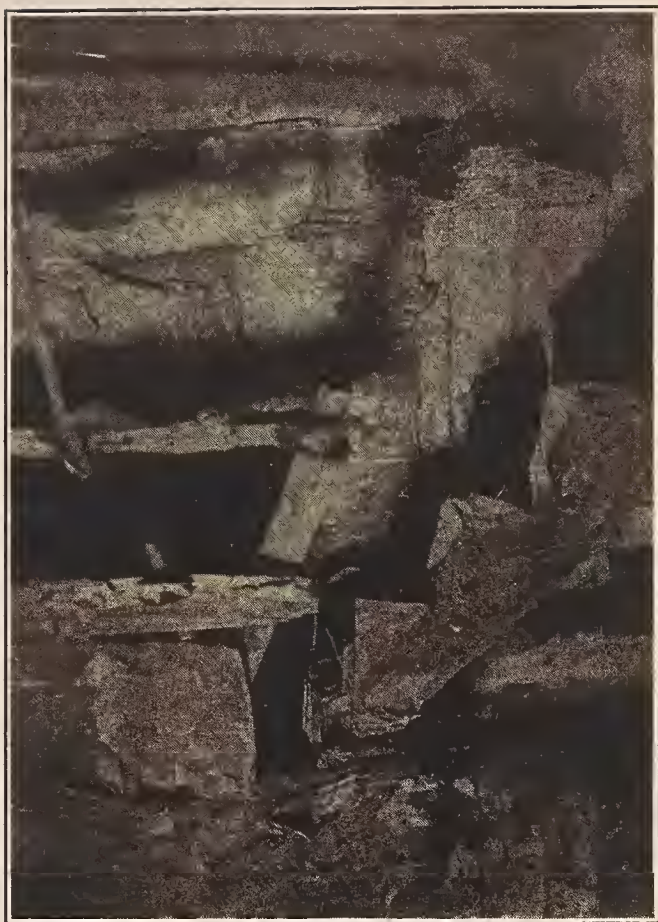
THE Primary object of habitations is to secure protection from the influence of heat, cold, rain, sunshine and storms, and thus promote the health and happiness, and indirectly also, the morals and culture of the human race.

The influence of sanitary houses can not be overestimated. Dr. Villermé in an investigation in France from 1821 to 1827, found that of the inhabitants of arrondissements containing 7 per cent of badly constructed dwellings, 1 person out of every 72 died; of inhabitants of arrondissements containing 22 per cent of badly constructed dwellings, 1 out of 65 died, while of the inhabitants of arrondissements containing 38 per cent of badly constructed dwellings, 1 out of every 15 died.

The housing problem for wage-earners in cities is one of extreme interest to students of sociology and municipal hygiene. With the present rapid transit facilities in every city, our voice should be clearly in favor of individual homes; and when this is impracticable, we should insist on broad streets and deep yards. No more than 66 per cent of the lot should be covered by the house, and the height of the building should never exceed the width of the street. The baneful effects of tenement-houses should be avoided, as infectious diseases are more liable to spread in consequence of aerial infection and the more intimate contact of the occupants.

The following table prepared by Rohé shows the relation of death-rate to density of population:

CITY.	MEAN NUMBER OF INHABITANTS TO EACH HOUSE.	AVERAGE ANNUAL DEATH RATE PER 1,000 INHABITANTS.
London	8	24
Berlin	32	25
Paris	35	28
St. Petersburg	52	41
Vienna	55	47



PHOTOGRAPH OF STAIRS IN A DWELLING SHOWN
TO PRESIDENT BY MR. WELLER IN 1902, AS
WORSE THAN ANY IN CHICAGO OR NEW YORK.

*Insanitary
Dwellings.*

Insanitary dwellings are to be found everywhere and particularly in older cities erected at a time when the principles of house-sanitation were comparatively unknown. But even in modern cities unhealthful habitations abound and have been permitted to be erected without interference.

We have them in Washington and Georgetown in considerable number, which greatly increased during the War, when the slave deserted the plantation to find refuge and liberty in the District of Columbia, the only spot at that time in the United States that offered such a boon.

The rapid influx of a negro population, estimated to have been between 30,000 and 40,000, imperatively demanded immediate accommodation. In consequence of this necessity, hovels of every description arose as if by magic. The result of this abnormal growth of a class of people destitute of means and education, ignorant of physical laws, at a time of war and con-

fusion has been the erection of cheap dwellings, much of the material having been obtained from abandoned army camps and hospitals.

*Effects of insani-
tary dwellings
upon death rates.*

As no law of nature can be disregarded with impunity, so this class of residents was made to pay a fearful penalty for this indifference. During the smallpox epidemic in 1871-1872, only one case occurred in 225 whites, while one in 38 occurred among the colored population. The general death-rate in 1875 among the white population was 21.04, against 42.86 per 1000 in the colored. Fortunately, these excessive death rates have been gradually reduced to 15.16 for the whites and 28.81 for the colored population in 1906.

The writer has no hesitation in declaring that the housing conditions of the poor have been and are even now more potent than any other factor in helping to swell the frightful mortality from consumption and other so-called house diseases engendered by unwholesome environment.

House Diseases. It has long been known that scrofula, rickets, and other chronic forms of tuberculosis are far more prevalent in dark, damp and insanitary houses. The children are anæmic and as puny



CONSUMPTION IS A "HOUSE-DISEASE."

as plants reared without the stimulating effects of sunlight. Add to this the fact that dampness abstracts an undue

amount of animal heat, lowers the power of resistance and favors the development of catarrhal conditions which render the system more vulnerable to tuberculosis infection, and we have a reasonable explanation why these diseases prevail especially in basements or houses below grade and otherwise unfit for human habitation. The death rate is often double and treble that of other localities, and while there are doubtless other factors which determine the frightful mortality, none are more potent than deficient sunlight and ventilation. The ubiquitous tubercle bacillus, clinging to floors and walls in carelessly-expectorated sputum, would be destroyed by a few hours of sunlight, but finds in damp and badly-lighted rooms suitable environment for its vitality and growth. Diphtheria, cerebro-spinal meningitis, acute and chronic rheumatism, and bronchial affections are also more frequent in insanitary dwellings.

That the same is true of infantile diarrhoea is doubtless due to the fact that the construction of the buildings does not protect from the heat of summer, and the enervating effects of heat and the more speedy decomposition of food (especially of milk) in such an atmosphere, combine to carry on the slaughter of the innocents.

<i>Insanitary Houses Condemned as Early as 1872.</i>	It is a matter of satisfaction to know that the existence of houses unfit for human habitation was recognized by the Board of Health as early as 1872.
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This board, created by an act of Congress, approved February 21, 1871, formulated a specific ordinance, covering the condemnation of insanitary dwellings, which reads as follows:

SEC. 9. That any dwelling house or building wherein people live, congregate or assemble, which is deficient in ventilation, drainage or other provisions essential to health, which has a leaky roof or is below grade, so as to render the walls thereof damp and the rooms unhealthy, or is decayed or filthy, and premises which are filthy and offensive are hereby declared nuisances injurious to health; and any person who shall create or maintain such nuisances, and who shall fail, after due notice from the board, to abate the same, shall, upon conviction, be fined not less than five nor more than fifty dollars for every such offense.

This power was promptly exercised, for on page 128 of the report for 1872, the health officer says: "I find many shanties and hovels unfit for habitation. I have inspected many and



FIG. 4.

A WASHINGTON SHANTY AS DESCRIBED BY THE BOARD OF HEALTH IN 1874;
PHOTOGRAPHED BY MR. WELLER IN 1902.

have caused some of them to be vacated.” In 1874 the board condemned 389 dwellings as unfit for human habitation; a large proportion were frame shanties. . . .

“Leaky roofs, broken and filthy ceilings, dilapidated floors, overcrowded, below grade, having stagnant water underneath, no drainage, no pure water supply, no fire protection, having filthy yards, dilapidated, filthy privy and leaky privy box, in bad sanitary condition generally and unfit for human habitation, described with few exceptions, the condition of these hovels where the poorest class of our population stay out their miserable existence, and for which they pay rents varying from \$2.50 to \$10.00 per month.

In the report of the health officer for 1875, it was noted that during the year, 699 houses were reported as unfit for human habitation and 198 condemned by the board. In 1876, 424 houses were reported and 371 condemned, and in the report of the Board of Health for 1877, page 46, we find:

No meaner cabins for temporary or permanent shelter can be found than some our wretched poor are born and exist and

die in here at the Capital of the United States. And, strange as it may seem, none so mean that they have not an owner mean enough to charge rent for them. Down in the alleys, below grade, with combination roof of tar, felt, shingles, rags, tin, gravel, boards and holes; floors damp and broken; walls begrimed by smoke and age; so domiciled are families with all the dignity of tenants having rent to pay. . . . The board has condemned 153 such, during the past year, and 958 during the past four years, of which probably 300 have been entirely demolished. But many owners still cling to the wrecks. . . .

Our experience in dealing with filth, crowd-poison and disease among these people during the past four years, has taught us that the greatest public economy, *viz.*, the preservation of public health, is defeated by allowing these filthy, worthless, dependent classes of humanity to congregate in the alleys and by-ways out of sight, and, therefore, out of mind, until direful epidemic, incubated and nourished among them, spreads its black wings over the homes of the whole city. Better far to provide for the aged and sick in public institutions of charity, the vagrant in the chain-gangs, let the cost be what it may, than to allow them to remain, propagators of public disease, an incalculable expense to the District.



FIG. 5.

"FACTORY HILL," NEAR BOSTON, IN THE NATIONAL CAPITAL. SEVEN PERSONS (YOUNGEST TWO WEEKS OLD) LIVING IN THIS ONE ROOM (10x12 FEET) WHEN INSPECTED BY MR. WELLER AND TWO SENATORS IN 1902.



FIG. 6.

A DIVISION AGENT OF THE ASSOCIATED CHARITIES COLLECTING WEEKLY SAVINGS FROM ONE OF THE NUMEROUS FAMILIES EAGER FOR BETTER HOMES.

*Condemnation
Stopped in
1880.*

Unfortunately for the residents and the fair name of the city, the Board of Health was abolished and the office of the health officer created by an act of Congress approved June 11, 1878, and, most unfortunate of all, in the legalization of the health ordinances in 1880 the section under which the health department acted in the condemnation of houses unfit for human occupation was omitted and the good work stopped.

It is shocking to know that twenty-six years ago it was possible for men with mean and selfish motives to arrest this battle for humanity, for higher standards of living, for improved sanitation of the national capital, and it is equally humiliating to contemplate that it required ten years of agitation to secure a legislative remedy to deal with this cancer as did the health department from 1872 to 1880.

This battle against the slums does not concern a few well-meaning citizens alone; it is a question of vital importance to the health, not only of every permanent resident, but to the chief magistrate, his cabinet, the foreign ministers, thousands of public officials, the members of the Senate and House of Representatives, and all citizens having business with Congress, besides the countless numbers of visitors who annually pay homage to the city of Washington.



FIG. 7.

"CHINCH ROW," IN QUEEN'S COURT, NEAR 19TH AND M STS., N. W., THREE BLOCKS FROM DUPONT CIRCLE. SCENE IN 1902, WHEN SECRETARY WELLER TOOK TWO SENATORS TO INSPECT HOUSES WITHOUT WATER OR SEWERAGE.

The germs of typhoid fever may be carried by flies from a patient inhabiting one of these alley houses, often situated in the interior of some of the best resident blocks, and contaminate the food and drink of the most fashionable homes. The contagion of diphtheria and scarlet fever may be spread by servants from these plague spots to the very best families. Even the laundry of the barber-shop connected with the Senate chamber has been known to have been exposed to such insanitary environment.

No reasonable argument can be offered for the existence of such disease-breeding habitations. Local history shows that the inmates of the 492 shanties which were condemned and removed by the board of health between 1872-1880 found better quarters at a slight advance in rent. Dr. Russell, the health officer of Glasgow, condemned 560 houses, forcing 2,100 persons to change location, and reports that they found better homes near, if not nearer to their work, than before at but a slight advance in rent.

*Period of Inertia
Between 1880
and 1892.*

In spite of the deplorable housing conditions, nothing was done in the way of amelioration between 1880 and July 22, 1892, when a law was enacted prohibiting the erection of dwellings in alleys less than thirty feet wide and not supplied

with sewerage, water mains and light, and which further provided "That no dwelling house hereafter erected or placed in any alley shall in any case be located less than twenty feet back clear of the center line of such alley, so as to give at least a thirty-foot roadway and five feet on each side of such roadway for a walk or footway, and that it shall be unlawful to erect or place a dwelling house on or along any alley which does not run straight to, and open at right angles upon one of the public streets bordering the square in which such alley is located, with at least one exit fifteen feet in the clear."

Work of the Civic Center and of the Woman's Anthropological Society with Dr. Geo. M. Kober as Chairman of the "Committee on Housing the People."

In 1894 a number of public spirited citizens formed a non-partisan organization for the promotion of the public good, known as the Civic Center, believing it to be the duty of citizens to inform themselves of their city's conditions and needs and to take action thereupon.

The Committee on housing the people had for its field of work the investigation of the alley houses and slums in this city with special reference to sanitary and sociological conditions and their effect upon the health and morals of the inhabitants. A preliminary investigation was made by the committee in 1895. In the following winter Mr. George A. Weber, secretary of the committee, prepared a schedule of inquiries of which the following is a copy:

SCHEDULE NO. I.—*Housing of the people—Washington, D. C.*

THE BUILDING.

1. House number and street, ———.
2. Owner, ———.
3. Agent, ———.
4. Rent paid for the entire buildnig per annum, ———.
5. Stories in house, ———.
6. Number of family dwellings in building, ———. Number of rooms, ———. Number of occupants, ———.
7. Material of which house is built, ———.
8. Does house front on street or alley? ———.
9. If alley, is it blind or open? ———.
10. Width of steet or alley, ———.
11. Is the alley in vicinity of house properly paved, ———; graded, ———,
12. Is the yard properly paved, ———; graded, ———, and drained away from the house? ———.
13. Are the alley and yard connected with sewer? ———.
14. Material with which yard and alley are paved, ———.
15. Is there sewer connection with the house? ———.
16. Are the drains in the house properly trapped? ———.
17. State whether house has any of the following accessions: Water-closets or box privies (which), ———. How many? ———. Running water, ———. Bathrooms, ———. How many? ———. Garbage receptacles, ———. Ash bins, ———.

18. What is done with waste water, ashes, and garbage? ———.
19. Are there any bad odors either within or about the house, and what appear to be the causes? ———.
20. If there is no running water in the house, how far must it be brought? ———. Hydrant or pump (which), ———.
21. Size of yard, if any, ———.
22. Outside sanitary condition. Good, ——. Fair, ——. Bad, ——.
23. Light and air in the dwellings. Good, ——. Fair, ——. Bad, ——.
24. Ventilation in and about the dwellings. Good, ——. Fair, ——. Bad, ——.
25. Cleanliness in and about dwellings. Good, ——. Fair, ——. Bad, ——.
26. Do the dwellings have thorough ventilation? ———.
27. Are they back to back? ———.
28. Do the walls appear damp? ———.
29. Is the house in such condition as to keep out cold air and dampness? ———.
30. Are the walls papered, painted, or calcimined? ———.
31. In what respect does the building need repairs? ———.
32. Remarks: ———.

SCHEDULE NO. 2.—*Housing of the people—Washington, D. C.*

THE OCCUPANTS.

1. House number and street, ———.

Rooms occupied by family.

Inquiries.	Room 1	Room 2	Room 3	Room 4	Room 5	Room 6
2. Use						
3. Occupants.....						
4. Outside windows.....						
5. Occupants at night:						
Male.....						
Female.....						
6. Relationship of occupants.....						

Members of the family.

Inquiries	1.	2.	3.	4.	5.	6.
7. Relationship to head of family...						
8. Sex.....						
9. Age.....						
10. Regular occupation						
11. Weeks employed at regular occupation during past year.....						
12. Average weekly earnings while employed at regular occupation						
13. Weeks employed at other occupations during past year.....						
14. Average weekly earnings while employed at other occupations.						
15. Color or race						
16. State or country of birth.....						
17. Conjugal condition						
18. Days sick during past twelve months						
19. Nature of illness						
20. Duration of residence in district.						
21. Duration of residence in present tenement						
22. Weeks in school during past twelve months						
23. Able to read						
24. Able to write						

25. Total income of family from all sources during the past year, ———.
26. Expenditures of family during past year for rent, ———; food, ———; fuel and lighting, ———; clothing, ———; insurance, ———; amusements, ———; intoxicating liquors, ———; tobacco, ———; sickness and death, ———; all other purposes, ———; total expenses, ———.

MISCELLANEOUS.

27. Number of deaths during past year, ———.
28. If any of the family is out of employment, what is the cause? ———.
29. Would the person unemployed be willing to do farm work? ———.
30. If ground were furnished for his own use, would he be willing to cultivate it? ———.
31. What resources are available in case of emergency? ———.
32. Kind and amount of public or private alms (if any) received during the past twelve months, ———.
33. Do any members of the family carry life insurance? ———.
34. Sick benefit insurance? ———.
35. Amount of insurance and amount and frequency of assessments in each case, ———.
36. Name of company or association, ———.
37. For whose benefit is the life insurance in each case? ———.
38. State complaints, if any, against the company or association, ———.
39. Do any members of the family belong to building associations? ———.
40. Give name of association? ———.
41. Number of shares held, ———.
42. Amount and frequency of payments required, ———.
43. Are installment payments being made on furniture purchased or money borrowed? ———.
44. Cost of furniture or amount borrowed, ———.
45. Amount and frequency of payments and time required to liquidate the debt, ———.
46. Is there any money laid aside by the family? ———.
47. Has it been necessary to keep any of the children out of school on account of lack of clothing? ———.
48. What provision is made for the children's meals in case the mother is a wage earner? ———.
49. Are the home conditions or local surroundings such as to conduce to indulgence in intoxicants? ———.
50. If so, why? ———.
51. Does the character of the occupation lead to indulgence in intoxicants? ———.
52. If so, why? ———.

Typical Alleys and Alley Dwellings.

In the spring of 1896 the committee employed an agent for one month in conducting a house-to-house investigation. The Woman's Anthropological Society was asked to co-operate in this investigation, and its executive board very generously voted to support the agent already in the field under the direction of the Civic Center committee, for the one extra month, during which time the same schedule sheets and methods were to be used by the agent in order to unify the work and facilitate the tabulating of the entire result.

The investigation extended to 35 alleys and 191 dwellings, and the results were, in part, tabulated and analyzed by Miss Clara de Graffenried, special agent of the Department of Labor,

in a paper read by her before the Woman's Anthropological Society November 14, 1896. Miss de Graffenried's analysis applied to 50 homes situated in 13 different alleys, and from it we learn that 248 individuals occupy these 50 family dwellings—very nearly an average of 5 persons to a family; 92 of the 248 residents are under 18 years of age, and all are negroes, or mulattoes, except 1 white man, who lives with a colored woman.

Of the 13 alleys tabulated by Miss de Graffenried, several vary in width at different parts, Goat and Blagden being in one place 30 feet wide and in another 20 feet. Freeman dwindles from 30 to 15 feet, and Madison is only 10 feet across. Seven out of the 13 are blind alleys, no thoroughfares. They form a cul-de-sac, winding and turning in the middle of blocks of buildings, and undiscoverable, almost, except by the initiated; 58 per cent of these dwellings are hidden away in the rear of

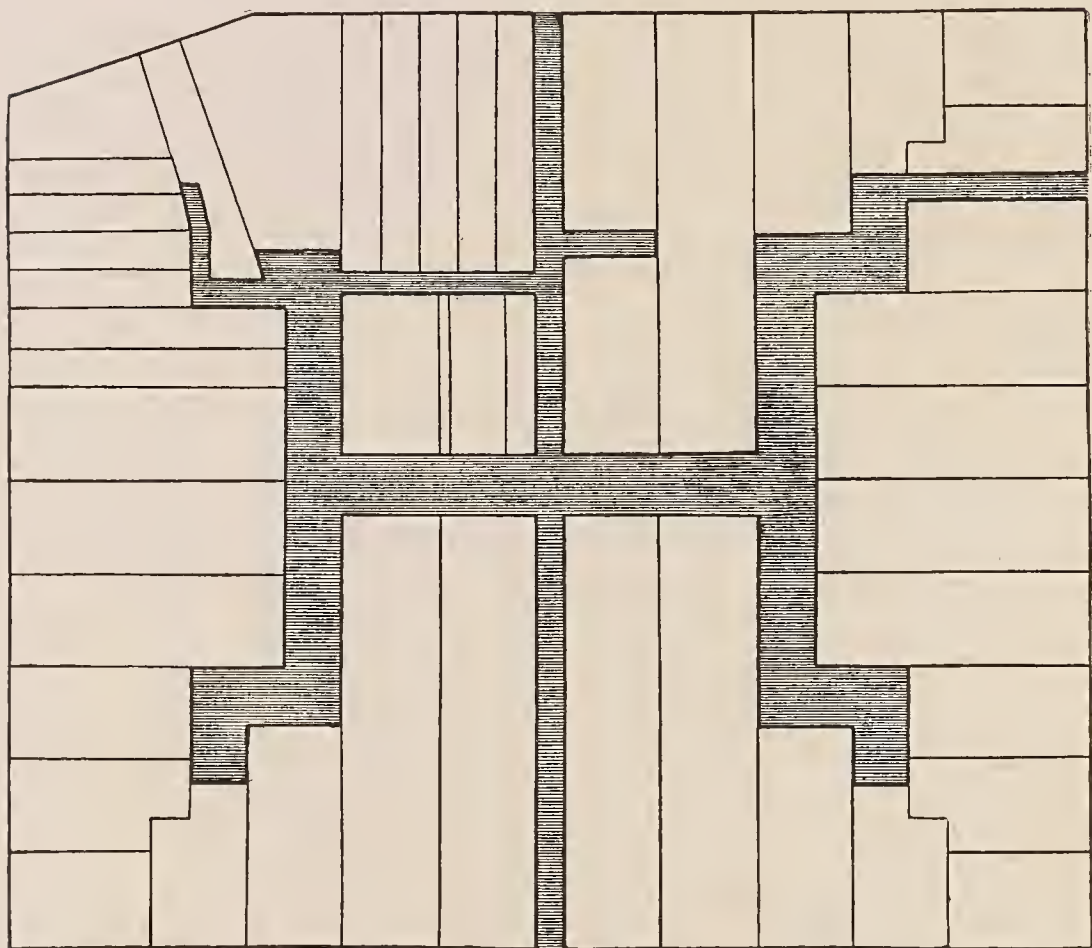


Fig. 8.—Ground Plan of "Willow Tree Alley," one of the 286 "Alleys" which house 19,076 people. In this one the homes of 328 people face in upon the darker, cross-lined, alley-courts. The well-to-do houses facing outward around the outside of the block shut the alley off from the ordinary wholesome influences and standards of life.



FIG. 9.
A WHITE GIRL RESCUED FROM EVIL HOME BY AGENTS OF
THE ASSOCIATED CHARITIES.

other structures with only one approach, and that sometimes disguised. The buildings are difficult, even dangerous of access, off the policeman's beat, inviting lawlessness and crime. As to the construction, the report shows that these houses are



FIG. 10.
A TYPICAL ACCUMULATION OF RUBBISH BESIDE A SET OF SHANTIES;
PHOTOGRAPHED BY MR. WELLER IN 1902.

from one to two stories in height, and the rooms are small. Fortunately, every room has at least one window. Brick as a building material predominates, 33 houses being of that character. The presence, however, of 17 old frame structures —



FIG. 11.
A FAMILY IN "CAUCASIAN ALLEY" DESERVING OF A
BETTER HOME.



FIG. 12.

PAN OF COAL, ONLY FIREPLACE IN SICK WOMAN'S SHACK. CHIMNEY THE GLASSLESS WINDOW ABOVE HER PALLET. PHOTOGRAPHED BY MR. WELLER IN 1902.

34 per cent of the total—is a constant menace in thickly settled residence and business districts.

In general the houses are without cellar or attic, the floors resting almost on the earth, the sun beating on the bare roof above. Such conditions, where drainage and precautions for cleanliness are lacking, inevitably cause disease. In 14 houses out of the 50 tabulated no sewers have ever been laid, hence there is no chance of sewer connections, even for purposes of drainage. In 24 cases connection has not been made, though possible, hence 24 privies are reported. Six of the houses were located in close proximity to stables, in fact one or two of the houses were located over stables. In the alleys themselves decomposing rats and cats contribute to the stifling smells. In 24 instances it is reported that there are either bad, or foul, or dreadful stench about the alleys or premises. Only 20 of the dwellings were supplied with water in the house; in 30 cases it comes from a hydrant in the yard or from a neighbor's or from public hydrants a square or more away.

As to the state of repair in which these premises are kept, a gratifying number are reported to be in good condition, fully one-half in fact. The other half, however, are found in various stages of decrepitude and decay. The former District jail is perhaps the oldest habitation in the list, built at least a century

ago. Three other houses are described as unfit to live in. Twelve families complain of damp walls and floors, a condition largely due to improper surface drainage or entire absence of facilities for the removal of storm-water, and the evils are intensified by the absence of cemented ground floors and damp proof walls. In one place the yard drains into the kitchen. Many dwellings are open below the flooring and not built to withstand cold or rain. Houses declared to be too far gone for human occupancy, yet inhabited notwithstanding, and at high rentals, emphasize the need of a stringent law, constantly enforced, to empty and raze to the ground all buildings below a certain fixed standard of safety and sanitation.

Rentals in Alley Houses. According to Miss de Graffenried's analysis the majority of four-room houses of this type rent from \$8 to \$10.50 a month. A single room in two instances costs the tenant \$4 a month, and the canvasser says that the whole house of which this room forms a part, is not worth \$3 a month. Her excellent report continues:

One conclusion at least is evident, that rents in these alleys are dear, considering the accommodations and environment. Moreover, the moral consequences of such narrow quarters are often disastrous. Crowded sleeping rooms contribute to vice and indecency. Indeed, crowding goes on to an extent not acknowledged to the canvasser by the tenants. At night these poor roofs shelter many more people than are here reported.



FIG. 13.

VIEW OF INSANITARY SHACKS WITH BOX AND BARREL PRIVIES, SIX SQUARES FROM DUPONT CIRCLE.

* * * I have no doubt that lodgers are harbored in these alleys whose presence, for many reasons not creditable to the occupants, is always concealed. The confessed facts are startling enough. We have here accounts of 7 persons living in two rooms—the mother and her sons, 21, 17, and 7 years of age, occupying one bedchamber. Again, 9 individuals live in two rooms; 11 people in four rooms. Five, almost all adults, sleep in one room—the mother 43, a son 21, and daughters 19, 17, and 14; and 4 persons use another room—a mother 45, an aunt 70, and a son 22, and a baby 9 months old.

*Overcrowding and
Death Rates.*

The death rate, it must be remembered, everywhere increases where overcrowding prevails, apart from the evidence presented on page 3. Russell in his Statistics of Glasgow, 1871 to 1880, has shown that the mortality is largely determined by the number of occupants to a room. When the average number to each room was only 1.31 the general mortality was 21.7 per 1,000, and when the average number of occupants was 2.05 for each sleeping apartment the mortality reached 28.6 per 1,000. Körösi, of Budapest, has proved that the mortality from infectious diseases is increased in proportion to the number of occupants of houses. It is only 20 per 1,000 when the number of occupants to each room does not exceed 2, but is 29 per 1,000 with 3 to 5 occupants, 32 per 1,000 with 6 to 10 occupants, and 79 per 1,000 when there are more than 10 occupants to each apartment. Crowd-poison is, therefore, a distinct evil of these alley houses, coupled, as it is, with insufficient light, impure air, and greater chance for the spread of contagion.

So far it has been impracticable to determine the exact amount of sickness and mortality which prevails in our alley houses. By far the largest number of inmates when sick are treated in hospitals, and these institutions often fail to record the exact address, while in many instances the applicants for treatment give the address of their employers.

*Immorality and
Crime.*

“It is no secret,” says Miss de Graffenried, “that many of the alleys hide criminals. Our records reveal three openly disreputable houses. In one dwelling resides a woman with a jail history. Other houses are tainted with the suspicion of being ‘fast,’ and men in them are supported by women who have no visible income. Tenants, not immoral themselves, profit by the traffic in sin. In another family the oldest unmarried daughter has two illegitimate children. Three cases of drunkenness are chronicled. One woman, upright herself so far as the evidence

goes, besides her own numerous offspring, cares for the two youngest children of a sister in the penitentiary, whose three daughters and two sons are in prison, while still another son is at the reform school—seven out of nine in that family behind the bars.”

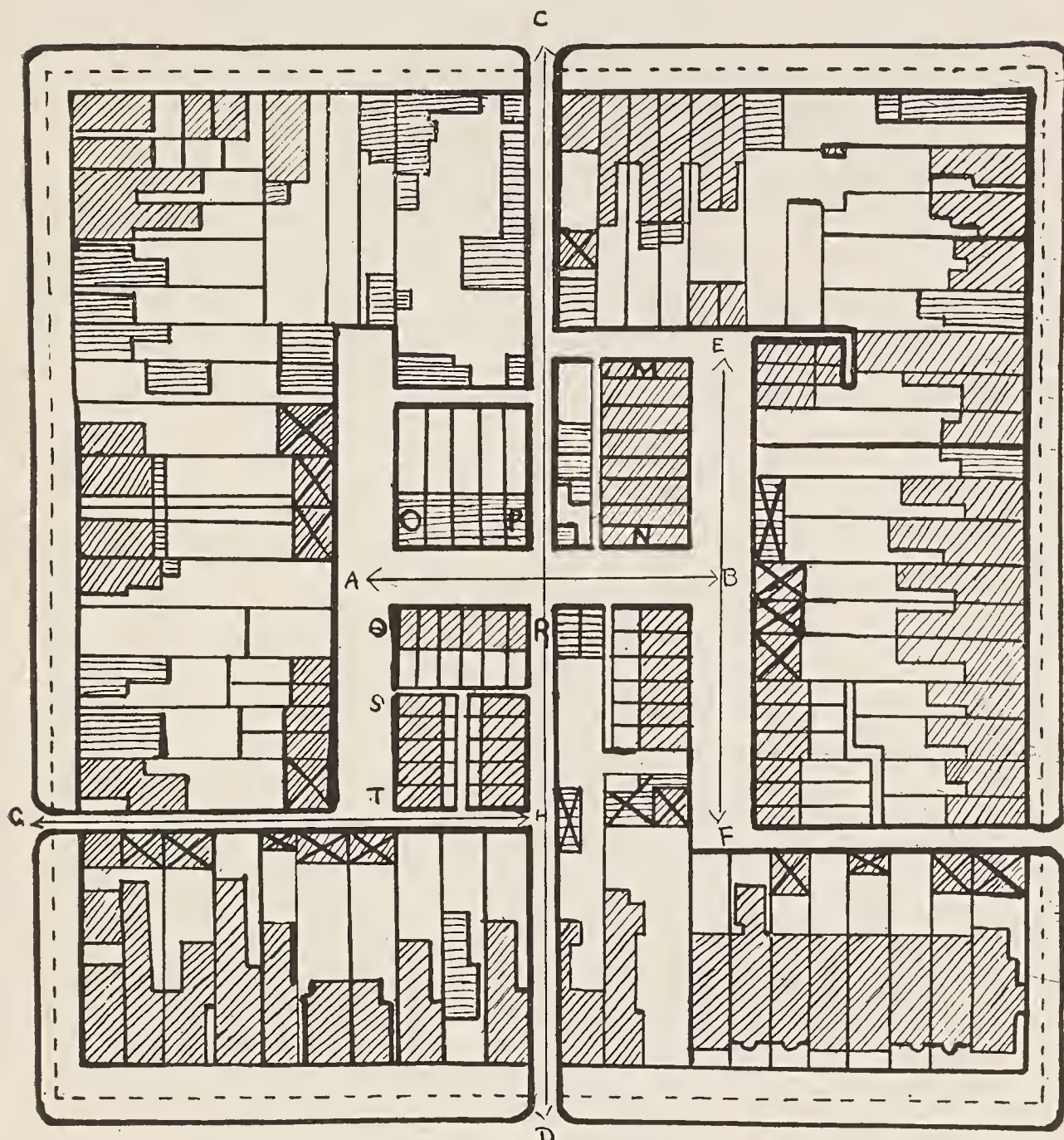


FIG. 14. ONE OF MR. CHARLES F. WELLER'S ALLEY STUDIES.

Brick structures ///, Wooden structures ==.

Stables X.

All alley buildings not marked with cross are residences.

Typical measurements are as follows:

Alley A to B—30 feet wide by 210 feet long.

Alley C to D—average 14½ feet wide by 550 feet long.

Alley E to F—30 feet wide by 265 feet long.

Alley G to H—10¾ feet wide by 250 feet long.

Houses M to N—13 feet wide by 24½ feet deep; yards 21 feet deep, including shed.

Houses O to P—14 feet wide by 28 feet deep; yards 37 feet deep, including shed.

Houses Q to R—11 2-3 feet wide by 22½ feet deep; yards 17½ feet deep, including shed.

Houses S to T—12 feet wide by 21 feet deep; yards 10 feet deep; no shed.

The 13 alleys which formed the basis of the foregoing analysis were distributed as follows: Nolan's court in the southeast; Armory place, Willow Tree alley, and Clark's alley in the southwest; while the remaining 9 are situated in the northwest. The geographical distribution seems quite impartial and the report affords a fair indication of what may be expected should every alley house in this city be subjected to the same critical investigation. Doubtless a worse showing would have resulted had the canvasser confined her inquiries to certain notorious districts of the city, whereas in fact these districts have been merely sampled.

*Objections to
Alleys.*

From the results of this preliminary investigation the objections to our alleys may be summarized as follows:

(1) The existence of blind alleys or cul-de-sacs shutting off small communities from the outside world and which are calculated not only to promote sickness, but also immorality and crime.

(2) Insanitary conditions of the alleys and alley dwellings, which menace not only the health of the immediate inhabitants, but also of the people residing in the same block.

(3) The undue prevalence of immorality and crime, since it may be taken for granted that the majority of alley tenants suffer positive deterioration from witnessing the uncurbed vice around them.

(4) High rents in proportion to the income of the families, especially in consideration of the accommodations offered and the actual value of the property.

*Proposed
Remedy.*

At the first glance it would appear that the best remedy for existing evils lies in the abandonment of every alley house in this city and the substitution of large sanitary flats at a reasonable rental. The wisdom of such a radical measure is doubtful, however, and for the following reasons: The financial success of large sanitary tenements depends upon the interest on the money invested, and the capitalist, unless he is at the same time a philanthropist, would feel obliged to order their construction on cheap ground in undesirable parts of the city, with a consequent concentration of people under one roof and possibly even more effectually removed from elevating environments than now.



FIG. 15.

DEN OF VAGABONDS AND PETTY THIEVES FROM WHICH A FRIENDLY VISITOR OF THE ASSOCIATED CHARITIES RESCUED ONE CRIPPLED BOY BY APPEAL TO HIS AMBITION, GIVING HIM EVENING LESSONS, GETTING EMPLOYMENT FOR HIM AND BUILDING UP HIS IDEALS.

An aggregation of a large number of families in flats means crowd-poison from increased sources of pollution of the air; greater danger from the spread of infectious and contagious diseases; greater danger to human life in case of fire—in brief, an accentuation of all the evils incident to urban life. If, on the other hand, these flats comply with all sanitary requirements as regards air space, ventilation, heating, lighting, yard



FIG. 16.

THE ABOVE NEIGHBORHOOD RECLAIMED BY MODEL DWELLINGS OF THE WASHINGTON SANITARY IMPROVEMENT COMPANY. SEE ALSO FIG. 1, BATES ST.

space, etc., the rent payable on each room would be greatly increased.

Apart from the fact that hygiene demands that the dwellings for wage-earners should be just large enough to accommodate one family, the degrading effects of tenement houses are well known and have been graphically described by Octavia Hill, of London, who says:

What life in blocks is to the less self-controlled hardly any words of mine are strong enough to describe, and it is abhorrent accordingly to the tidy and striving. * * * Regulations are of no avail; no public inspection can possibly for more than an hour or two secure order; no resident superintendent has at once conscience, nerve, and devotion single handed to stem the violence, the dirt, the noise, the quarrels. * * * No one who is not in and out day by day, or better still, night after night, no one who does not watch the swift degradation of children belonging to tidy families, no one who does not know the terrorism exercised by the rough over the timid and industrious poor, no one who does not know the abuse of any appliance provided by the benevolent or speculative landlord, can tell what life in blocks is where the population is low class.

Sinks and drains are stopped, yards provided for exercise must be closed because of misbehavior, * * * wash houses and staircases become the nightly haunts of the vicious, the Sunday gambling places of boys; the yell of the drunkard echoes through the hollow passages, the stairs are blocked by dirty children, and the life of any decent, hard-working family becomes intolerable. * * * People become brutal in large numbers who are gentle when they are in smaller groups and know one another.

Hence the enormous importance of keeping a large number of small houses wherever it be possible, for the better training of the rowdy and the protection of the quiet and gentle. Well-meaning landlords should pause before they clear away small houses and erect blocks with any idea of benefiting the poorer class of people.

The committee of the Civic Center on housing of the people, consisting of Miss K. P. Hosmer and Messrs. G. A. Weber, G. W. W. Hanger, Henry Gannett, with George M. Kober as chairman, January 12, 1897, after setting forth the facts presented, submitted the following:

(1) The speedy conversion of all alleys
Recommendations. containing a sufficient number of human habitations into minor streets and places.

(2) When impracticable to extend or cut through the blind alleys from north to south or from east to west and to widen them at least to 30 feet, they should be condemned as unfit for human habitation.

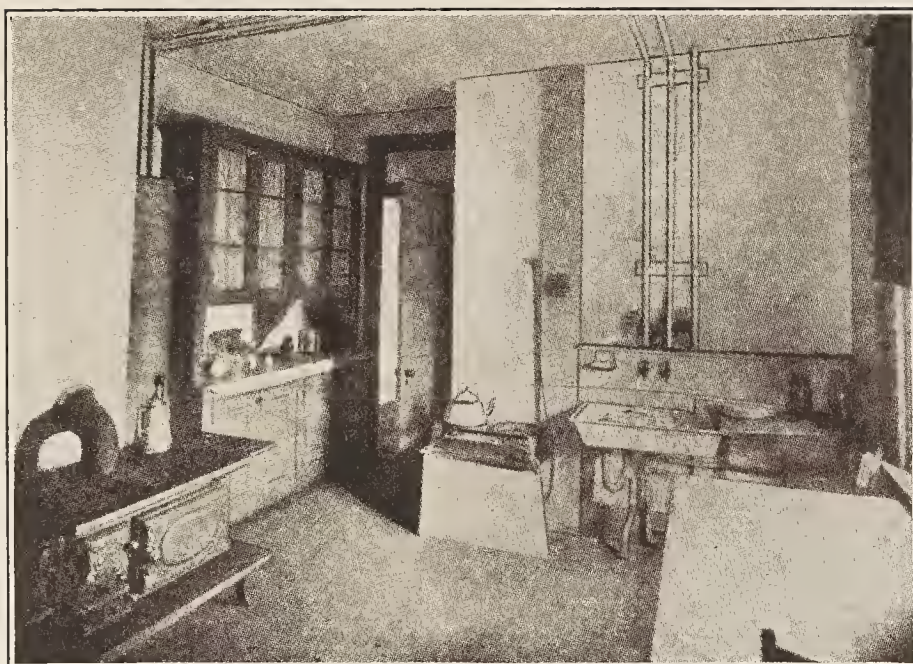


FIG. 17.

A KITCHEN IN ONE OF THE BATES STREET FLATS, 3 ROOMS AND BATH.

(3) All alleys and alley houses should be subjected to a searching official investigation; the houses should come up to a reasonable sanitary standard and dwellings unfit for human habitation should be condemned.

(4) The attention of capitalists should be drawn to the fact that no class of realty pays as well as alley property in this city, and that there is a splendid field for investment in the erection of sanitary and comfortable alley houses on a business and humanitarian basis.

The committee also extended an invitation to a number of public-spirited bodies for a conference of their respective committees and a joint consideration of the question.

Work of the Central Relief Committee, with General Geo. M. Sternberg as Chairman.

When the central relief committee was appointed by the District Commissioners, one of the duties imposed upon it was the investigation of the general conditions of the poor of the city with a view to the formulation of a plan for permanent relief. A subcommittee, with Surgeon-General Sternberg as the chairman, was appointed and known as "the subcommittee on permanent relief and sanitary dwellings for the poor." Bishop Satterlee is one of the members of the subcommittee, and he and General Sternberg gave careful thought and study to the subject, based upon a personal

investigation of some of the alleys and dwellings, and on January 27, 1897, submitted a preliminary report to the Commissioners, of which the following is an abstract:

Our investigations show that a large proportion of the indigent population of Washington are housed in tenements located in the alleys of the city; that many of these alley houses are unfit for human habitation; that a majority of them are not supplied with water and have no sewer connections; that many of the houses, the yards attached to them, and the box privies in these yards are in a very insanitary condition; that typhoid fever and other infectious diseases cause a considerable mortality in these alley houses as a result of such insanitary conditions; that the sanitary inspection service of the health department is entirely inadequate and that it is not in the power of the District Commissioners or the health office of the city to remedy these evils under existing laws and circumstances.

This state of affairs is a disgrace to the National Capital, and in our opinion calls for legislation by the Congress of the United States by which the District Commissioners may be enabled to condemn and destroy tenements which are unfit for human occupation, to condemn and pay for buildings and ground required for the purpose of widening alleys and opening blind alleys conformably to existing laws, to construct branch sewers, and introduce water and gas, so that sanitary tenements may be erected in these minor streets or alleys which can be rented to the poor as low or lower than are the insanitary dwellings now occupied by many of them.

We concur in general with the recommendations recently made by a committee of the Civic Center of this city, and desire to call special attention to the following extract from the report of this committee submitted January 6, 1897:

"The attention of capitalists should be drawn to the fact that no class of realty pays as well as alley property in this city, and that there is a splendid field for investment in the erection of sanitary and comfortable alley houses on a business and humanitarian basis."

*Organization of the
Washington
Sanitary
Improvement
Company.*

For the purpose of securing prompt action in accordance with this recommendation, the committee suggested a plan for the organization of a sanitary improvement company.

In February, 1897, the Civic Center, in conjunction with the Board of Trade of Washington, the Central Relief Committee, and the Woman's Anthropological Society, held a public meeting at the Foundry Methodist Episcopal Church on the subject of housing the wage-earners, which was addressed by Dr. E. R. L. Gould, of New York, Bishop Satterlee, General Sternberg, Mr. John Joy Edson, and others. Another meeting was held under the auspices of the Board of Trade March 26, 1897, at the Builders' Exchange, which was addressed by Mr. S. Walter Woodward, General Sternberg, Dr. E. R. L. Gould, of New York, Prof. B. T. Janney, and President Whitman, of the Columbian University.

In the meantime sufficient stock had been subscribed to justify the organization of a company, and on March 23, 1897,

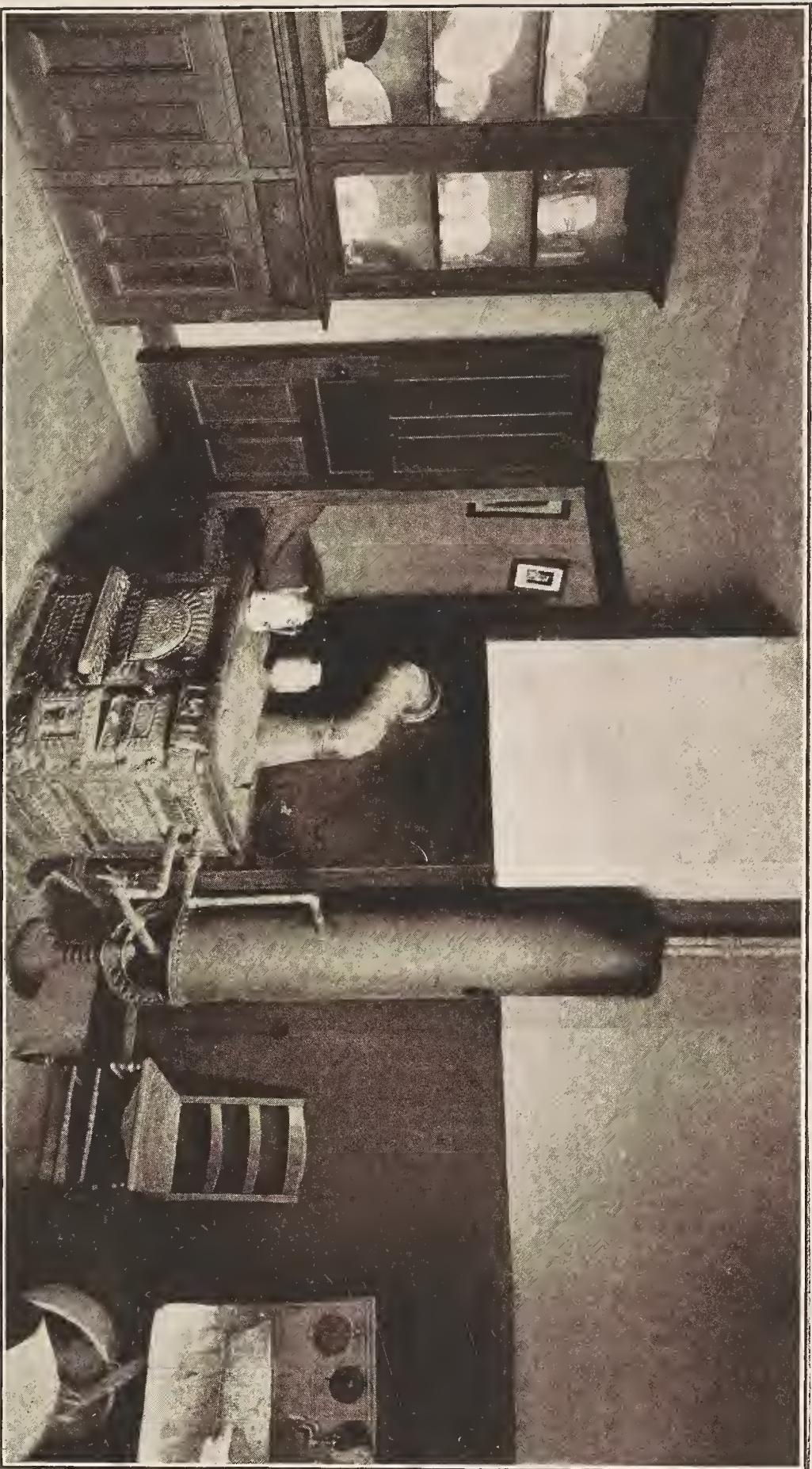


FIG. 18.

A KITCHEN IN ONE OF THE APARTMENTS OCCUPIED BY COLORED TENANTS ON O STREET, NEAR NORTH CAPITOL STREET.

the first meeting of subscribers to the stock was held in the rooms of the Board of Trade. At this meeting a committee of three, consisting of Messrs. C. C. Cole, A. S. Worthington, and Nathaniel Wilson, was appointed to prepare articles of incorporation and to take such steps as may be necessary toward the organization of a company.

At a meeting held April 2, 1897, the above-named committee recommended that a charter for said company be procured under the laws of the State of Virginia, as the general incorporation law of the District of Columbia did not admit of the formation of a corporation for the purposes in contemplation.

The report of the committee was approved and the committee enlarged by the addition of Messrs. George M. Sternberg, John Joy Edson, S. W. Woodward, George L. Andrews, B. T. Janney, and George M. Kober, with instructions to obtain a certificate of incorporation.

Since it became necessary to name the officers in the application for a certificate of incorporation under the laws of the State of Virginia, another meeting was held April 9 at the residence of Dr. Kober, and, a ballot being had, the following directors were declared elected:

David J. Brewer	Henry Y. Satterlee
Charles C. Cole	George L. Andrews
John W. Foster	Bernard T. Janney
Charles J. Bell	Mrs. Clara G. Addison
George Truesdell	William C. Whittemore
Gardiner G. Hubbard	G. Lloyd Magruder
Anthony Pollok	Joseph C. Breckinridge
Walter Wyman	Marcus Baker
Henry F. Blount	Katherine Hosmer
Mrs. George Westinghouse	Charles E. Foster
Crosby S. Noyes	Simon Wolf
George H. Harries	George M. Sternberg
William J. Boardman	S. Walter Woodward
William C. Woodward	George M. Kober
Augustus S. Worthington	John Joy Edson

At the first meeting of the directors held on the same evening, upon motion of Mr. A. S. Worthington, Gen. George M. Sternberg was duly elected president, and Mr. S. Walter Woodward vice-president; George M. Kober was elected secretary, and John Joy Edson, treasurer.

At a meeting of the directors held April 26, the president stated that articles of incorporation had been granted April 24, 1897, to the Washington Sanitary Improvement Company under the laws of the State of Virginia.

At the same meeting the by-laws of the company (see Ap-

pendix A) were adopted, and the following executive committee elected: George M. Sternberg, president; S. Walter Woodward, John Joy Edson, Charles J. Bell, George Truesdell, George H. Harries, George L. Andrews, Miss K. P. Hosmer, George M. Kober, secretary.

At a meeting of the executive committee held April 29, the president submitted a prospectus, of which 5,000 copies were ordered to be printed for distribution. The following extracts from this circular may be of interest:

The Washington Sanitary Improvement Company is a business corporation organized pursuant to the laws of the State of Virginia. Its objects are to offer to capital what the directors believe to be a safe 5 per cent investment, and at the same time to supply to wage-earners improved, wholesome homes at reasonable rents. It will provide the very best accommodations from the standpoint of hygiene, and, as to comfort, the utmost which a given cost will permit.

Until the principal inhabited alleys in this city shall have been converted into minor streets, a measure which the company advocates in the interest of public health and morals, the dwellings erected by the company will be located upon established streets or avenues.

The company will not limit its operations to any special locality, but aims to supply for the present healthful homes for the better class of wage-earners, and in doing so hopes to establish a higher standard of sanitary dwellings at reasonable rentals for all classes.

No building will be done in advance of actual demand; hence speculative features will be absolutely eliminated.

The proposed buildings, although simple in their exterior and economical in construction, will be devised to afford ample space, light, and air, and every home will be provided with a bathroom, hot and cold water, water-closet, etc.

The company is desirous of securing subscriptions to the stock not only from philanthropic capitalists, but also from wage-earners and prospective tenants, so that they may at the same time become profit sharers.

This enterprise is in no sense an experiment, but offers the security of a first-class investment. Companies organized for a similar purpose in various cities of Europe and America have met with remarkable success.

Profits.—An estimate of receipts and expenses of 200 dwellings, based on plans already drawn, indicates that with liberal estimates of expenditure and adequate deductions for possible vacancies, the company can earn fully 6½ per cent upon the capital stock utilized in the operation.

It is proposed that dividends at the rate of 5 per cent per annum from the time of payment for the stock shall be paid out of the net earnings to the stockholders; but if for any year a dividend of less than 5 per cent shall be paid the deficiency may be made up in future dividends. Any surplus of net earnings to be disposed of as authorized from time to time by the by-laws, preferably to be invested in additional tenements.

First Buildings of the Company Erected During the Summer of 1897. In the meantime sufficient stock had been sold to justify the company in purchasing suitable building lots, and on May 20 the executive committee confirmed the selection made by a subcommittee composed of Colonels Andrews, Truesdell, and Dr. Kober, of a lot on Bates

street, between P and Q and First and North Capitol streets, fronting 140 feet on Bates street by 85 feet depth to a paved alley, at 45 cents per square foot.

A building committee consisting of the president, General Sternberg, and Messrs. Andrews, Harries, Kober, and Truesdell, was appointed and considered the plans prepared by General Sternberg, in which no detail was omitted which would tend to provide the best accommodations from the standpoint of hygiene. Each house has a frontage of 17 1-2 feet, and consists of two independent flats, one on each floor, the special feature being that each flat is complete, having a separate entrance and exit, separate yard, cellar, and bathroom. The plan provided for four houses with three rooms, bath and cellar, and four houses with four rooms, bath, and cellar in each flat. The lighting and ventilation is good and the plumbing the best. The entrance to the flat on the first floor opens into the front or sitting room, 13.2 by 14 feet; back of this room is a hallway leading to the bedrooms, 12 by 13.2 feet, bathroom 5.6 by 5.6 feet, and kitchen 10 by 12.4 feet. Each kitchen is supplied with a range and hot-water boiler. The entrance to the flat in the second story is by a staircase with access through a doorway on a level with the one opening into the flat on the first floor, but at the other end of the front of the house. Each flat has also three large closets, and the kitchens are provided with dressers and sinks. The first eight houses of this type were completed and rented by November 15, 1897, the four-room flats renting for \$12 or \$12.50 per month, and the three-room flats for \$9.50 and \$10, with a rebate of one month's rent every year to tenants whose apartments have not required any repairs.

In other words, the company allows one month's rent in each year for interior repairs, and if no repairs are needed the tenant receives the benefit of this allowance or of so much of it as may remain after required repairs are paid for. The executive committee adopted this schedule which is considered ample to pay all necessary expenses, 5 per cent dividends on the capital invested, and leave from 1 to 2 per cent for a surplus fund.

The rebate feature originated with General Sternberg, the president of the company, and is perhaps one of the wisest steps undertaken in connection with this subject. It is an educator in so far as it promotes care taking of property, on the

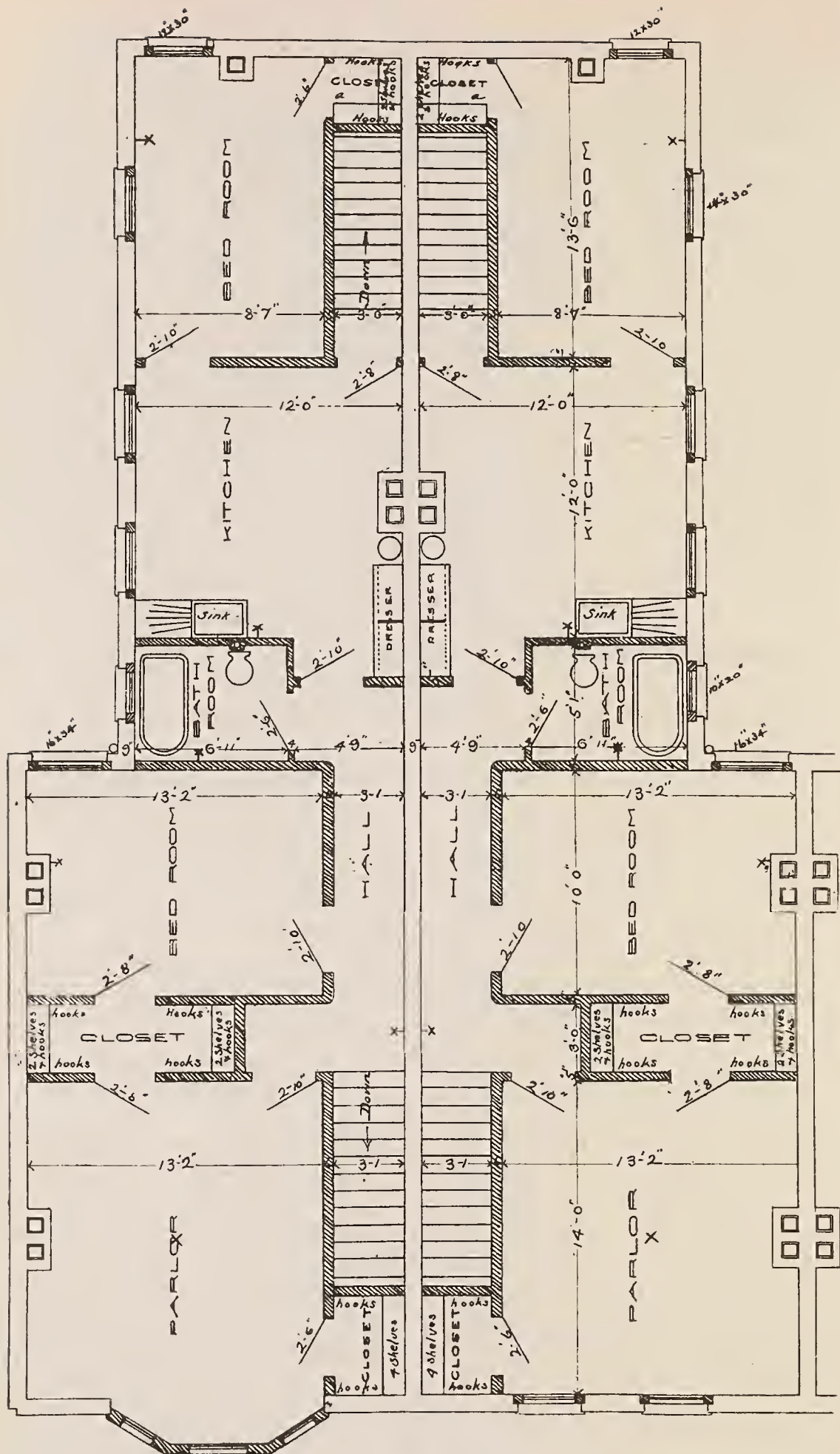


FIG. 20.

SECOND STORY PLAN OF HOUSES OF THE WASHINGTON SANITARY
IMPROVEMENT COMPANY.

principle of a stitch in time saves nine, and since it is human nature to want something for nothing, the tenant naturally feels that the landlord is willing to share profits. Quite a number of our tenants have used their rebate for interior wall decorations, and the company has authorized the purchase of picture rods for all the sitting rooms.

The renting of the apartments and collection of rents was attended to by the secretary of the company, during the first year of its existence, and since July 1, 1899, this work is being done by Mr. Terrell Pattison, an experienced agent, who resides in one of the flats and is thus brought into intimate contact with the tenants and their wants; he receives 5 per cent commission on all rent collections.

It should be stated that, while the original intention was to provide homes for the alley residents and thereby remove the slums, it was considered best to begin this movement by providing improved dwellings for the better class of wage-earners, in the belief that houses vacated by them would be rented by the next grade, and so on until the bottom of the ladder was reached. It is confidently believed that in work of this character it is always best to begin at the top. Had the company acted otherwise the undertaking would probably have resulted in failure; as it is, it has established a standard of sanitary homes at reasonable rentals, which other landlords are bound to adopt, or the company will supply the demands.

In the spring of 1898 the company purchased additional lots on Bates street and proceeded with the erection of eight additional houses, each containing two flats of the four-room type, which were completed and promptly occupied during the summer months.

The first annual report of the company was submitted April 5, 1898, and by the exercise of strict economy and careful business methods the directors were enabled to pay a dividend at the rate of 5 per cent per annum from the net earnings on all moneys paid into the treasury from the very inception of the enterprise. This, in view of the fact that most of the capital remained unproductive during the building operations, must be regarded as a gratifying showing.

The company continued to erect houses from year to year and in 1900 was awarded a gold medal at the Paris exposition, the only company in the United States to receive that award.

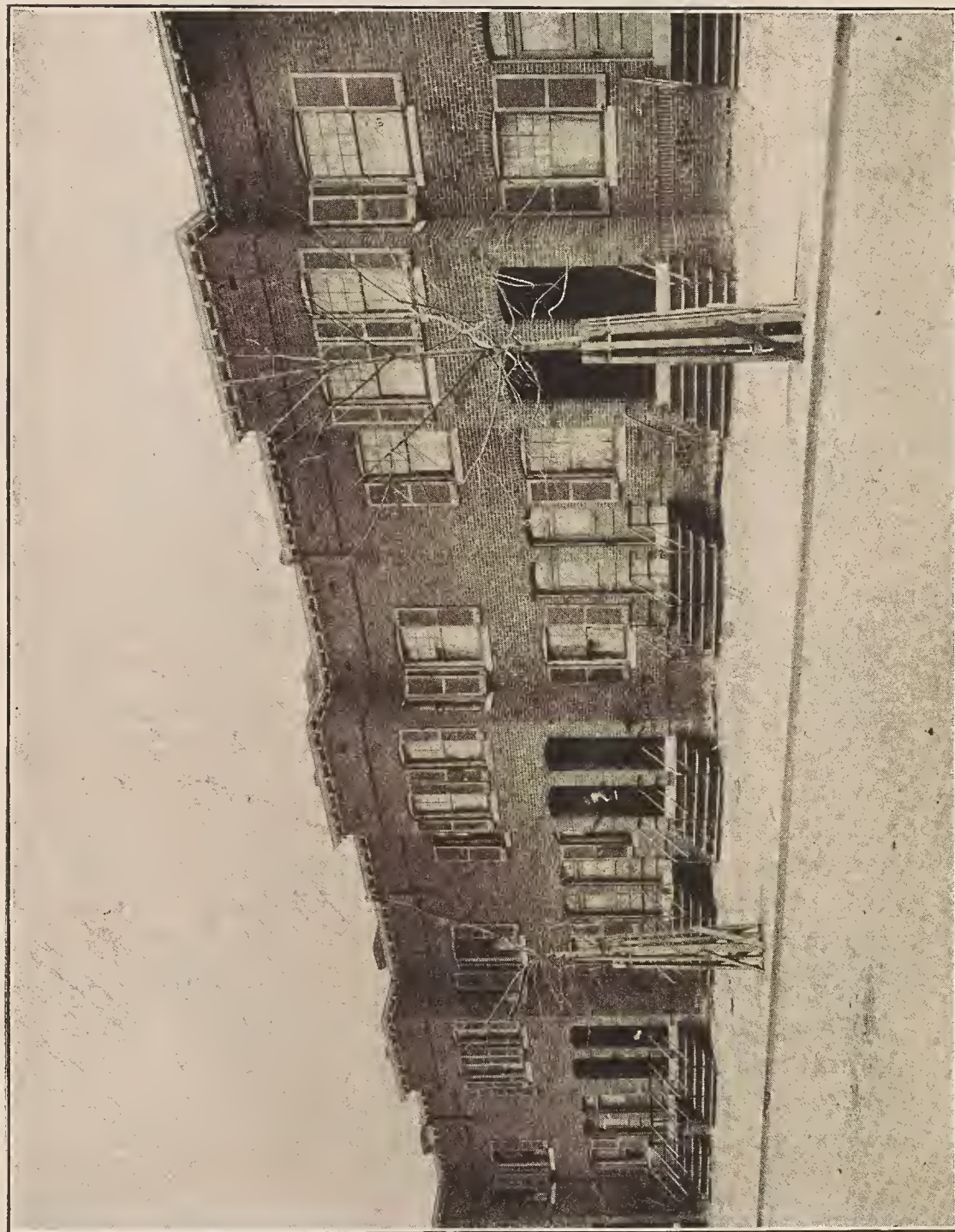


FIG. 21.

HOUSES OF THE WASHINGTON SANITARY IMPROVEMENT COMPANY OCCUPIED BY COLORED TENANTS ON O STREET, NEAR NORTH CAPITOL STREET; 4 ROOMS AND BATH, \$13; 5 ROOMS AND BATH, \$15.50 PER MONTH.

Gold medals were also awarded to General Sternberg, the president, and Dr. Kober, the secretary.

The company now owns 200 houses occupied by four hundred families, and as the capital is limited by the charter to \$500,000, and this amount of stock has been sold, building operations will cease for a number of years, or at least until the present indebtedness is paid off. The assets of the company on December 31, 1906, were \$701,590.45, which exceeds by a considerable amount the capital stock and surplus. The indebtedness amounting to \$127,000, will be reduced by the surplus earnings at the rate of about \$15,000 per annum.

STATEMENT.

Showing Growth of the Washington Sanitary Improvement Company and Its Surplus Earnings.

	<i>Assets.</i>	<i>Surplus Funds.</i>
April 1, 1898.....	\$35,959.05
“ 1899.....	47,952.17	\$484.88
“ 1900.....	76,123.79	1,951.43
“ 1901.....	138,344.22	4,672.76
“ 1902.....	265,668.59	8,326.02
“ 1903.....	382,538.63	15,655.38
“ 1904.....	427,910.09	33,371.44
“ 1905.....	494,663.58	43,328.86
“ 1906.....	674,265.97	55,057.24
“ 1907.....	704,033.41	74,233.41

Chief Merits of the Company. 1. The company has established a high standard of sanitary homes for wage-workers at reasonable rentals;

2. In the erection of two-story houses, each constituting a distinct and complete flat with separate entrances, exits, separate yards and cellars;

3. In granting one month's rent free to every tenant, or so much thereof as has not been expended during any one year for interior repairs. Exterior repairs necessitated by the elements are not charged against tenants;

4. The company carries a full insurance against loss by fire and all repairs are made on the principle that “a stitch in time saves nine”;

5. By the exercise of strict economy and careful business methods, the directors have been able not only to pay 5 per cent dividends on all moneys invested in the company from the beginning, but have also promoted the philanthropic aspect of the enterprise by providing the very best accommodations from the standpoint of hygiene, and as to comfort the utmost which a given cost will permit.



FIG. 22.

LIVING ROOM AND BEDROOM OF ONE OF THE COLORED TENANTS (A MESSENGER
IN THE WAR DEPARTMENT) ON O STREET, NEAR NORTH CAPITOL STREET

*Reasons Why
Philanthropy
and Five Per
Cent. Have
Proved a Good
Investment.*

It can be safely asserted that no private enterprise with houses scattered all over the city has ever been so successful from a business and philanthropic point of view. The reasons for this unprecedented success have been briefly outlined and are more fully set forth in a recent publication by General Sternberg. "This surplus now amounts to \$68,000.00, or over 13 per cent of the amount of stock issued and the houses belonging to the company are kept constantly in a good state of repair. This is insured by the "rebate system" which is a novel feature in the management of the property. Under this system, which was adopted at the outset of the enterprise, one month's rent in each year is devoted to interior repairs, and if no repairs are needed a rebate is made of the entire month's rent. The tenant has thus a special inducement to take care of his flat and when repairs are needed he has the choice of making them himself or of reporting them to the agent, who has them made and charges the cost against the rebate. The tenant certifies in the bill that the repairs have been made and are satisfactory. At the end of eleven months the agent inspects the flat and causes all necessary repairs to be made, whatever balance remains after paying for these repairs constitutes the rebate to be deducted from the twelfth month's rent. This method insures excellent care of the premises, as it is in the interest of the tenant to make the bill for repairs as low as possible, because it comes out of his "rebate." On the other hand the agent of the company insists that all repairs must be made before the balance, if any, from the twelfth month's rent is paid to the tenant."



FIG. 23.

A BLOCK OF HOUSES OF THE WASHINGTON SANITARY IMPROVEMENT COMPANY, FRONTING ON THIRD STREET, ALSO P AND Q STREETS, N. W., OCCUPIED BY WHITE TENANTS, AND RENTING FROM \$15.00 TO \$21.00 PER APARTMENT.

WASHINGTON SANITARY IMPROVEMENT CO.
RENTAL DEPARTMENT

Washington,.....

TERRELL PATTISON, *Manager*
235 P Street, N. W.

SIR: Please make the following repairs to Premises No.
.....Street.....

	\$	CTS.

Received Payment	The work	
.....190.....	has been Manager.
.....	done and is Tenant.
	satisfactory.	

“Another feature which has proved most valuable has been the plan adopted of having the agent of the company live in one of the flats, and a sub-agent in each detached block of houses. This enables wage-earners to transact all business connected with renting, paying rent, etc., without losing any time, as the agents attend to such business after working hours. Moreover, the agent and sub-agents have a personal interest in having respectable people as their neighbors, and they are always on hand to look after the property and give good advice as to care-taking. Rents are collected monthly in advance and must be paid; for, while the objects of the company are philanthropic, its management is conducted upon strict business principles.”

<p><i>Health Conditions Among Tenants of the Washington Sanitary Improvement Company.</i></p>	<p>We have shown on page — that death rates go hand in hand with bad housing conditions. In some cases the general death rate for large groups of population living in insanitary dwellings amounts to double or even treble what might be called a reasonable death rate.</p>
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On the other hand the vital statistics of London show that the death rate “in the improved dwellings for wage-earners” is far below the general mortality of the city, and the experience of the Washington Sanitary Improvement Company is even more gratifying. During the year ending March 31, 1906, the apartments were occupied by 778 adults and 380 children; total, 1158; births 39, and only 8 deaths—a death rate

of about 7 per 1000—which, with all due allowance for the average age of the occupants, shows a remarkably low mortality, when compared with the general death rate among the white population, *viz.*, 15.16 per 1,000.

Location of Houses. The 200 houses belonging to the Company are located as follows: Bates Street, between P & Q, N. W., Nos. 15-230, 97 houses. Third Street, between P & Q, Nos. 1501-1551, 24 houses. P Street, N. W., Nos. 201-331, 16 houses. Q Street, N. W., 132-230, 22 houses. Warner Street, N. W., Nos. 416-440, 13 houses. L Street, N. W., Nos. 57-81, 13 houses. O Street, N. W., Nos. 14-42, 15 houses. This block is occupied by colored tenants. The remainder by white tenants.

Occupation of Tenants. Pressmen, 9; Clerks, 92; Engineers, 7; Policemen, 19; Electricians, 3; Agents, 10; Bartenders, 2; Plumbers, 37; Bookbinders, 28; Bakers, 4; Printers, 93; Barbers, 4; Painters, 29; Salesmen, 14; Saleswomen, 17; Skilled Laborers, 68; Mail Carriers, 8; Firemen, 12; Teamsters, 9; Chemists, 2; Carpenters, 25; Brickmasons, 6; Collectors, 2; Street Car Conductors, 9; Butchers, 6; Watchmen, 17; Lawyers, 2; Messengers, 16; Tailors, 11; Silversmiths, 2; Piano Tuners, 4; Laborers, 6; Draftsmen, 5; Steam Fitters, 2; Floor Walkers, 2; Machinists, 4; Proofreaders, 8; Electrotypers, 4; Lithographers, 6; Tinnners, 6; Doorkeepers, 7; Dressmaking, 9; Nurses, 4; Physicians, 2; Stenographers, 8; Stone Cutters, 2; Teachers, 3; Waiters, 2.

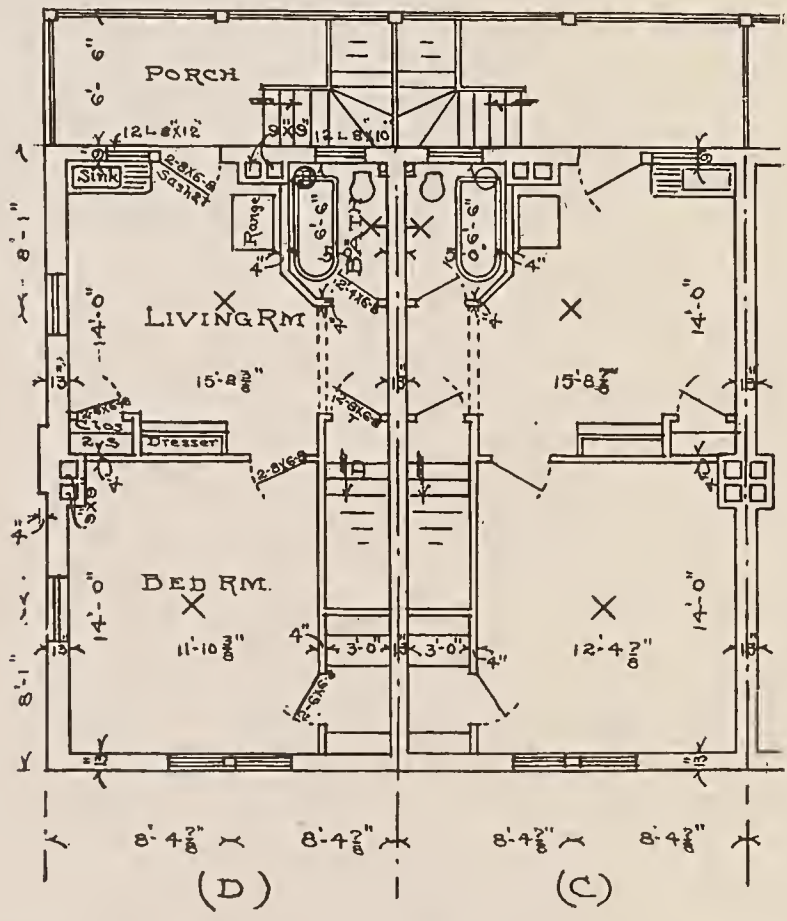


FIG. 24.

SECOND STORY PLAN OF HOUSES BELONGING TO THE WASHINGTON SANITARY HOUSING COMPANY; 2 ROOMS AND BATH.

*The Washington
Sanitary Housing
Company.
Philanthropy
and Four Per
Cent.*

General Sternberg, to whose zeal and energy the success of the Washington Sanitary Improvement Company is largely due, has always felt that a 5 per cent investment could not directly benefit the day laborers, laundresses and other humble wage-earners—and in the interest of the health and morals of the laboring classes and of the reputation of the National Capital he determined in the early part of 1904 to organize a new company with dividends limited to four per cent, and on April 23, 1904, he secured the following charter from Congress:

An Act to Incorporate the Washington Sanitary Housing Company.

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That Henry Y. Satterlee, Teunis S. Hamlin, John M. Harlan, S. Walter Woodward, Brainard H. Warner, John Joy Edson, Maximilian G. Seckendorff, Wallace Radcliffe, Clement Brown, John W. Foster, George M. Sternberg, Henry B. Brown, David J. Brewer, Crosby S. Noyes, George M. Kober, Charles C. Glover, Charles J. Bell, Henry F. Blount, Charles B. Purvis, Francis J. Grimke, Frederick A. Miller, J. W. Pinchot, Mary L. D. Macfarland, Elizabeth J. Somers, Herbert Wadsworth, George Truesdell, John F. Wilkins, Simon Wolf, Henry A. Willard, J. Henry Small, Jr., Augustus S. Worthington, Emily Tuckerman, Thomas W. Smith, Clare G. Addison, John B. Larnier, Bernard T. Janney, Tallmadge A. Lambert, Charles F. Weller, G. Lloyd Magruder, Charles E. Foster, E. Francis Riggs, Alexander Graham Bell, Samuel R. Bond, Caleb C. Willard, and George H. Harries, their associates and successors, be, and they are hereby, created a body corporate and politic in the District of Columbia by the name, title, and style of the Washington Sanitary Housing Company, and by that name shall have perpetual succession, and it shall be lawful for the said corporation to have a common seal, sue and be sued, plead and be impleaded, and have and exercise all the rights, privileges, and immunities for the purposes of the corporation hereby created, which purposes are declared to be to acquire, hold, improve, rent, mortgage, sell, and convey real estate within the District of Columbia, for the building of sanitary houses for the poor to replace the insanitary houses now occupied by them, especially in the alleys, and to rent such houses at so low a rental that dilapidated and insanitary houses will be abandoned by their tenants when, as a result of this work, better houses can be secured at the same or a lower figure: *Provided*, That the value of any and all property so acquired shall not exceed the sum of five hundred thousand dollars: *And provided further*, That no land shall be acquired or houses built thereon except of the character hereinbefore described.

SEC. 2. That the capital stock of said corporation shall be twenty-five thousand dollars, divided into two hundred and fifty shares of the par value of one hundred dollars each, and when said amount shall have been subscribed the said corporation shall be fully authorized and empowered to commence business: *Provided*, That said capital stock may be increased by the sale of additional stock from time to time, but the total issue thereof shall not exceed the sum of five hundred thousand dollars: *And provided further*, That it shall be unlawful for the officers or directors of said corporation to declare any greater dividend to the stockholders than four per centum per annum upon the capital stock outstanding at the time of any such dividend.

SEC. 3. That the affairs of the corporation shall be managed by a board of directors consisting of fifteen persons, who shall for the first year be elected by the incorporators hereinbefore named, from their number, and thereafter said board shall annually be elected in such manner as may be provided by the by-laws of the corporation, and such board of directors shall have power to ordain, establish, and put in execution such rules, regulations, ordinances, and by-laws as they may deem essential for the good government of the corporation, not contrary to the laws and the Constitution of the United States, or of this Act, and generally to do and perform all acts, matters, and things which a corporation may or can lawfully do.

SEC. 4. That Congress reserves the right to repeal, alter, or amend this Act.

Approved, April 23, 1904.

The object of the new company in the language of General Sternberg "is to build sanitary houses for a deserving class of the population which can not afford to pay the rentals of from ten to sixteen dollars per month, which the better class of wage-earners pay for the flats of the Washington Sanitary Improvement Company. To bring the rentals within the reach of this class, it is necessary to build on cheaper land, and to leave out certain features (bay windows, cellars), which add to the expense of construction. It is not proposed to provide for the idle and the dissolute, and only those who pay their rents and take reasonable care of the apartments will be retained as tenants. The dividends are limited to four per cent, but the rentals are placed at such a figure as to insure a four per cent dividend and a surplus fund of two per cent per annum after paying all expenses. The difference between four and five per cent in dividends goes to the benefit of the tenant, and enables the company to establish the lowest possible rentals. The company is practically under the same management and will have the benefit of the experience gained in conducting the business of the Washington Sanitary Improvement Company."

Operations Begun In May, 1904, the company purchased ground on Franklin Street, N. W., and Van Street, S. W., for the erection of 20 houses which were completed and occupied in October of the same year.

Fig. 25 gives a view of the insanitary "shacks," unimproved with water or sanitary conveniences, which for years have been overcrowded with colored tenants, a menace to the health and morals of the city. On the other side are seen the two-story brick houses erected by the company, and now occupied by respectable colored tenants, who pay seven dollars a month for

three rooms and bath, or eight dollars a month for four rooms and bath. For the upper flats half a dollar a month more is charged, as they have a back porch and are otherwise somewhat more desirable. Each flat has a good-sized bathroom with hot and cold water, and a sanitary closet. The hot water boiler, connected with the kitchen range, is placed in the bathroom and furnishes sufficient heat to make it comfortable. The company provides a good range in the kitchen (see Fig. 27) and a small coal stove in the front room (see Fig. 26). The kitchen sink is supplied with hot and cold water and the plumbing is of the most reliable and durable quality. Each flat has one or more closets and a dresser in the kitchen (shown in Fig. 27).

General Sternberg from whose pamphlet the above description is taken, urges all citizens who are interested in the sanitary and moral improvement of the laboring classes to visit the houses on Van Street (between M and N Streets and Third and Four and a Half Streets, S. W.) The contrast between the two sides of the street no longer exists, as the insanitary shacks have been demolished, because after the introduction of water and sewerage into the street consequent upon the erection of the company's houses, the owners of these "tumble-down frame shanties" under the law were obliged to provide water and sewer connections, and obviously preferred to demolish them.

Our tenants, all of whom belong to the class of day-laborers, and some were formerly inmates of these shanties, have responded promptly to improved environments, and under the guidance of the sub-agents, have taken good care of their homes. The repairs required are not greater than in the other company's houses. The extension of this beneficent work depends entirely upon the availability of funds, which should be forthcoming when the community understands that as far as safety and accumulation of surplus funds is concerned, the four per cent company will parallel the financial history of the parent company. There is practically no limitation to the usefulness of such a company. Several millions of dollars could be safely invested in this class of houses with profit to the company, and benefit to the health and morals of the inmates.

Investors in this company have the satisfaction of knowing that while engaged in a four per cent money making enterprise, none of the profits are paid out as salaries and, best of



FIG. 25.

VIEW OF VAN STREET, S. W., SHOWING INSANITARY "SHACKS" ON ONE SIDE AND HOUSES BUILT BY THE
WASHINGTON SANITARY HOUSING CO. IN 1904 ON THE OTHER SIDE.

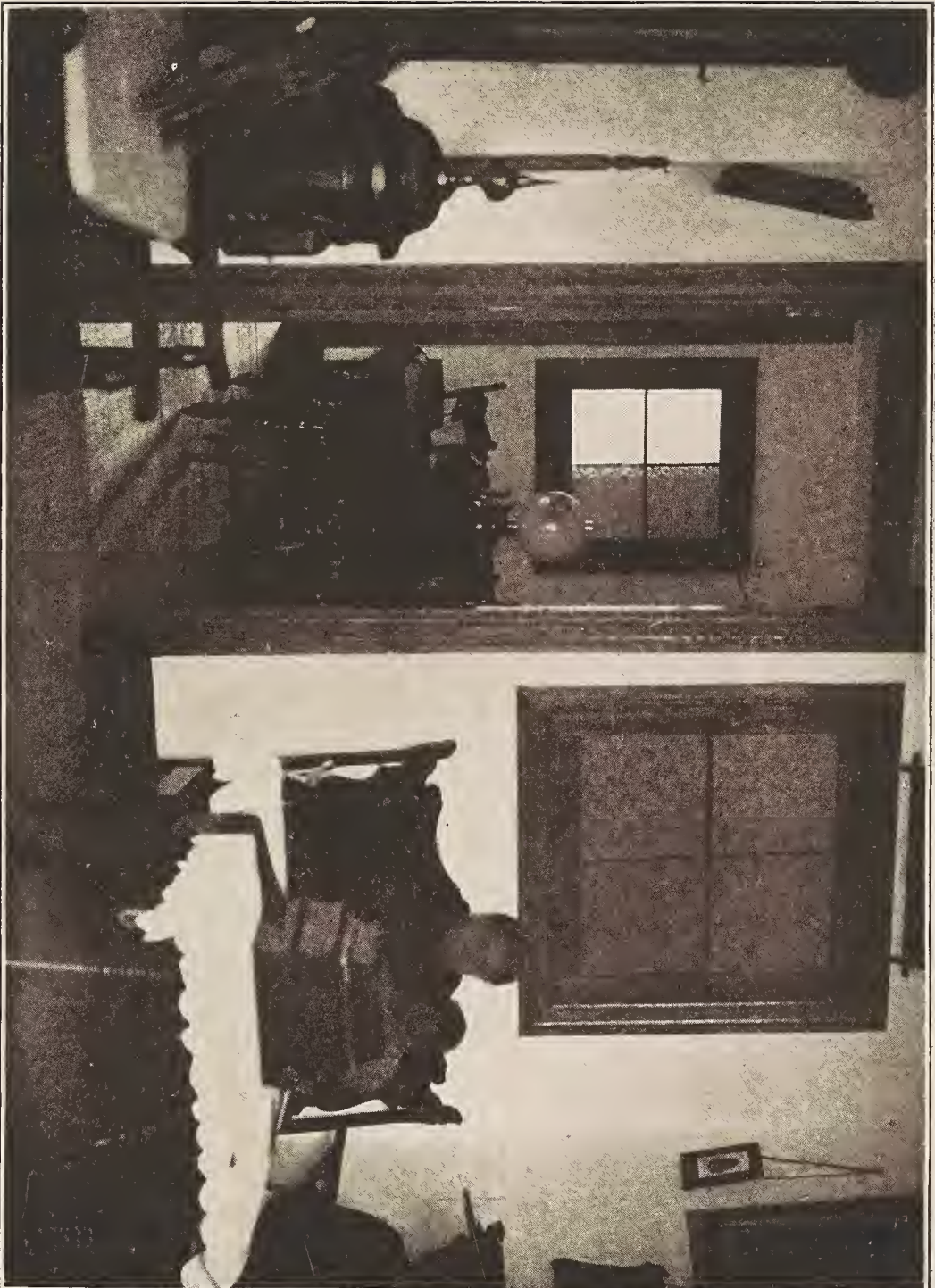


FIG. 26.

INTERIOR VIEW OF SITTING ROOM AND BEDROOM OF THREE AND FOUR-ROOM FLATS AND BATH, RENTED FOR \$7 TO \$8.50 PER MONTH BY THE WASHINGTON SANITARY HOUSING CO.

all, that they are instrumental in supplying the head of a family earning \$1.50 a day, the father of four or five children, with a clean, healthful home at the rate of seven dollars a month for three rooms and bath. Considering the amount of wealth deposited in the banks and trust companies of this city earning between 2 and 3 per cent per annum, the growth of this company has not been as rapid as its promoters had hoped. But this is not a discouraging fact, as the 5 per cent company had to overcome similar prejudices and required fully three years to establish sufficient confidence for its more extended operations, while now it could readily dispose of stock at the rate of \$250,000.00 a year if its capitalization had not been completed.

Comparative Statement Showing the Growth of the Two Housing Companies:

WASHINGTON SANITARY IMPROVEMENT COMPANY.		WASHINGTON SANITARY HOUSING COMPANY.	
<i>Assets.</i>	<i>Surplus Fund.</i>	<i>Assets.</i>	<i>Surplus Fund.</i>
1st year....\$35,959.05	1st year....\$45,463.91	\$139.09
2d year.... 47,952.17	\$484.88	2d year.... 47,095.43	1,211.18

It has been suggested by the friends of the housing problem to extend the usefulness of the old company by increasing its capital stock. This, however, should not be done so long as there is a chance for a four per cent housing company to accomplish its lofty mission, and it is to be hoped that the time will never come when it can be said that there is not sufficient civic pride and warm human sympathy in the National Capital to provide the necessary funds at 4 per cent in order to replace the houses which are likely to be condemned as unfit for human habitation, especially when the City of London has invested since 1890 over \$6,000,000 in such enterprises at 2 1-2 to 3 1-2 per cent interest per annum.

Work to be Extended During the Year 1907. The Board of Directors with commendable zeal has recently secured a number of respectable subscriptions for the extension of the work. A parcel of land on M Street, S. W., at an average cost of 24 cents per foot has been purchased, and bids are now being invited for the erection of 20 additional two-story flats, which will accommodate forty families. One of the novel features will be the erection of flats containing two rooms and bath, which it is hoped can be rented for less than \$6.00 a month (see plans).



FIG. 27.

INTERIOR VIEW OF KITCHEN, SHOWING RANGE, DRESSER AND SINK, SUPPLIED WITH HOT AND COLD WATER.

It is to be regretted that so far subscriptions have largely come from persons who are usually contributors to charitable and uplifting influences; this is in no sense a charitable institution and it is to be hoped that our Board of Trade and other business organizations will do all in their power to promote the financial welfare of this business philanthropy. In view of the fact that the work of the Washington Sanitary Improvement Company appears to be favorably known to the Board of Trade at Budapest, the friends of this movement, which means the removal of slums, and the substitution of clean, healthful homes, with higher physical, moral and social standards, for the least resourceful people, have a right to expect the hearty co-operation of every citizen.

Washington Sanitary Improvement Company:

The undersigned Chamber of Commerce and Industry intends to assist in the foundation of a society such as yours, and we beg leave therefore to request you to assist us with your experience as much as possible. We shall be particularly indebted if you will kindly send us your statutes, periodical publications, history, public calls, organization and plans of your company. We beg your pardon for all the inconvenience this affair will cause and thank you in advance for your kindness. All your charges will be readily paid by us.

Budapest, the 12th of July, 1906.

THE CHAMBER OF COMMERCE AND INDUSTRY.

Signed by the President and Secretary.

The following testimonial should satisfy investors as to the safety of an investment in the stock of this Company:

As stockholders and directors of the Washington Sanitary Housing Company, and judging from what has already been accomplished, we consider money invested in its stock as a safe and lasting 4 per cent investment, and will in time practically become a bond, the security increasing from year to year by its accumulation of surplus. We should raise additional capital as good results will accrue to the health and morals of neglected neighborhoods by improvements of this kind.

JNO. JOY EDSON,

S. W. WOODWARD.

The Construction of Sanitary Houses for Wage Earners Can Not be Left to Private Enterprises.

While there are most commendable exceptions as in the "Peabody" and "Henry Phipps" foundations, private enterprise can not be relied upon to solve the housing problem for wage-earners, because in the language of Mr. Thompson the author of the Housing Handbook: "Private enterprise unstimulated, unreg-



FIG. 28.

REAR VIEW OF INSANITARY "SHACKS" ON VAN STREET, S. W., WHICH IT IS THE AIM OF THE SANITARY HOUSING COMPANY TO REPLACE BY SANITARY FLATS.

ulated, unassisted, undirected, has hopelessly failed. It has left us face to face with a very deficient supply; it has given us the old slums; it has given only too often acres and acres of new slums. * * * Where the new houses are well-built and on good sites, they are of unsuitable type and the rents are so unreasonably high as to be beyond the means of one family, so they have to sub-let to other families and thus by overcrowding, with the increased wear and tear following in its train, they rapidly deteriorate and leave the mass of the people as bad in many respects as it was before. The product of private enterprise then is insufficient in quantity and inferior in quality."

As a matter of fact, we need not rely upon English evidence in this matter. The general building regulations of this city are now being revised by a special committee composed of prominent citizens representing different activities in the community, and efforts are being made in certain quarters to lower existing standards in the construction of houses and apartments designed to rent for less than \$20.00 a month. So for example representatives of the Business Men's Association at the first public hearing of the committee, argued that bath rooms should not be required in all houses of this class to be hereafter erected. The secretary of the Associated Charities and the writer were the only persons to speak in favor of retaining the bath room requirement. They combatted the allegation that bath tubs in such houses are ordinarily used as receptacles for ashes and not appreciated by people of humble means, citing the experience of the local housing companies which supplied these necessities in connection with even three-room apartments at the rate of \$7.50 per month, and that they are greatly appreciated by the tenants.

Reasons Why Private Tenement Investments have not paid, and will not pay Until Present Methods are Changed.

At this same hearing a representative of a very large estate argued in favor of lower standards and maintained that in spite of a most rigid economic administration, the net income from said estate was less than 4 1-2 per cent. Some years ago when the writer endeavored to enlist an officer of one of our prominent trust companies in the Washington Sanitary Improvement Company, the offer was declined upon the ground that his experience with the management of tenement houses showed that

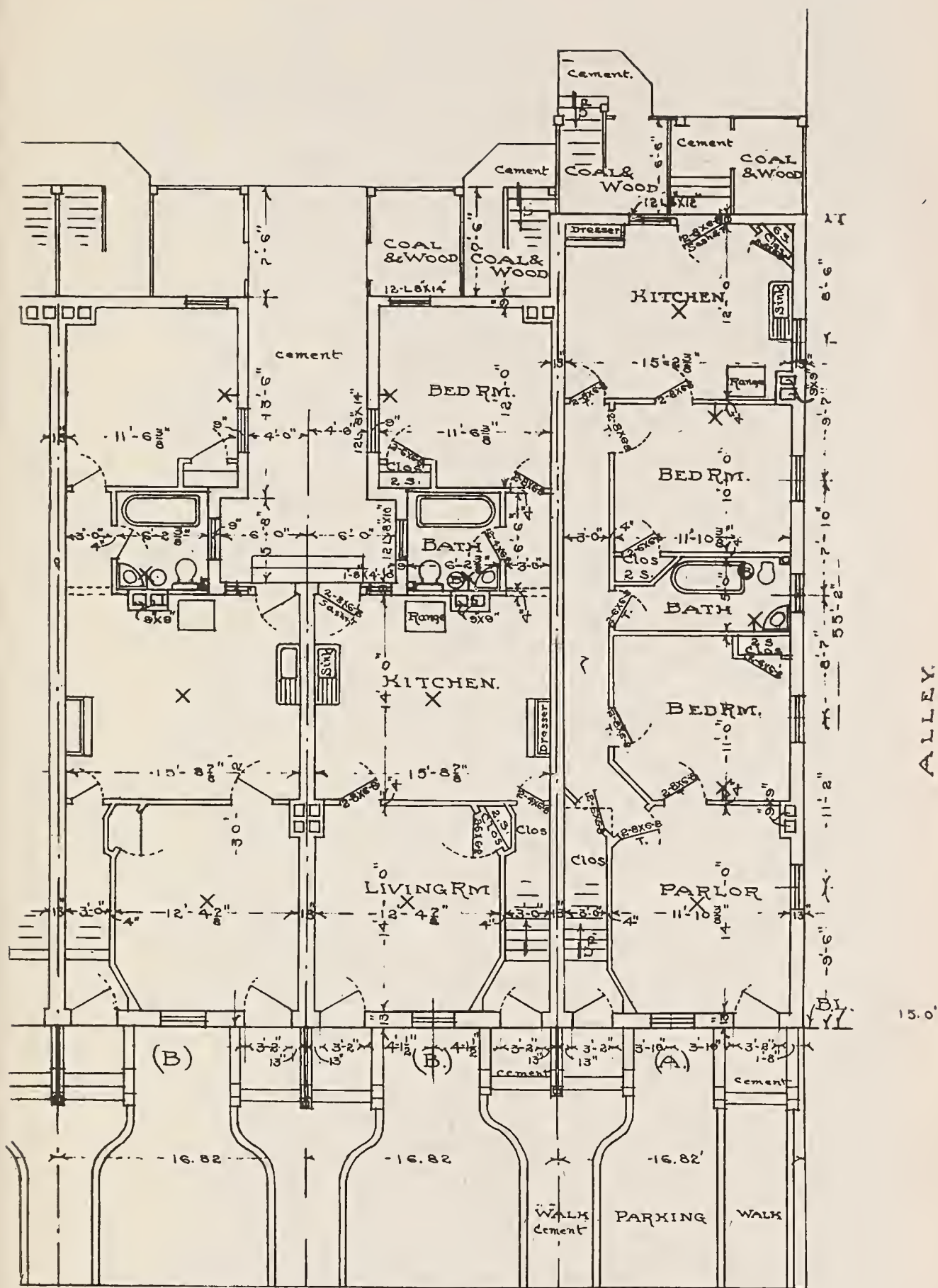


FIG. 29.

FIRST STORY PLAN OF 3 AND 4-ROOM AND BATH FLATS OF THE WASHINGTON
SANITARY HOUSING COMPANY.

they netted less than 3 per cent per annum. We have shown that the net earnings of our companies have been seven and six per cent respectively, in spite of our low rent schedules, and the rebate feature of one month's rent, and that the efforts of the company are appreciated by tenants is shown by a very large waiting list.

There is little room for doubt, that if every large estate was conducted upon the same general principles, cordial and profitable relations between tenants and landlords would be established, and until this is done the antagonisms between the contending parties will continue, and neither the greedy landlord nor the revengeful tenant will profit in this unceasing warfare.

Work of the Committee on the Improvement of Housing Conditions, with Mr. S.W. Woodward as Chairman.

In March, 1902, the Associated Charities sharing the convictions of Mr. Robert Treat Paine "that it is impossible to elevate the conditions of the lower classes of working people above the condition of their homes," and that bad homes breed crime and dependence, appointed a committee on the Improvement of Housing Conditions. The purposes of this committee are to develop public opinion and to interest influential citizens and members of Congress to the end:

1. That a law shall be enacted enabling the District Commissioners, through the Health Department, to require the adequate repair or removal of dwellings unfit for human habitation.

2. That appropriations shall be granted sufficient to make effective Section 1608 of the Code, which provides for the conversion of hidden, residential alleys into minor streets, the amount appropriated to be repaid by assessments upon the property benefited.

3. That laws shall be passed specifying the minimum number of cubic feet of air space to be required for each sleeper in a dwelling, and empowering officers of the Health Department to make proper inspections, and to proceed against landlords who permit habitual overcrowding.

4. That an adequate Building Code shall be developed to prevent the perpetuation in brick and stone of the evils now represented, mainly by temporary wooden shacks, and to forestall the development in Washington of the serious tenement house

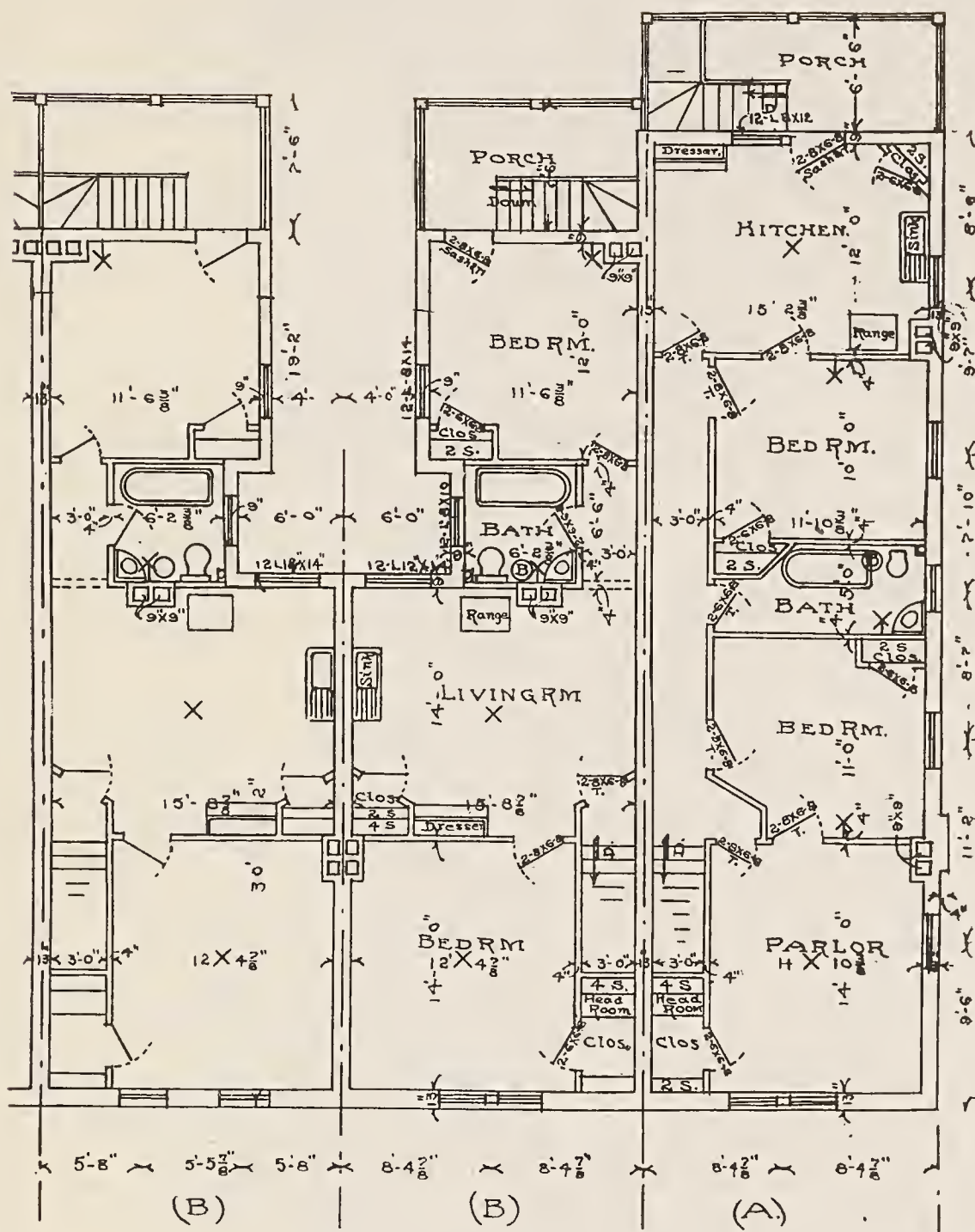


FIG. 30.

SECOND STORY PLAN OF 3 AND 4-ROOM AND BATH FLATS OF THE WASHINGTON
SANITARY HOUSING COMPANY.

problems which have been allowed to grow up unheeded in other large cities.

The committee also seeks:

- a. To aid the public authorities in maintaining high standards for the enforcement of existing laws affecting housing conditions of the people.
- b. To assist in every way possible in the development of wholesome surroundings and proper home conditions through-

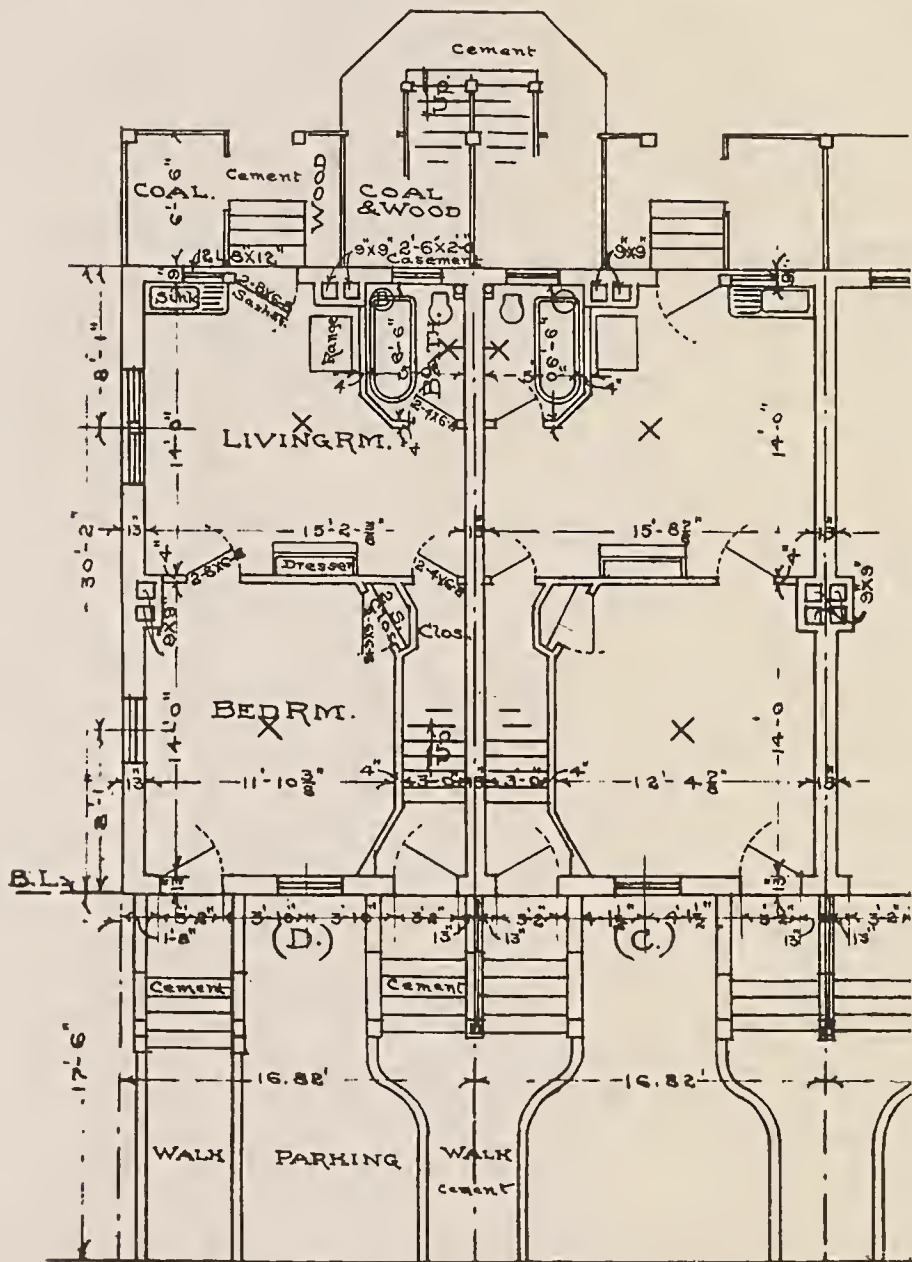


FIG. 3I.

FIRST STORY PLAN OF 2 ROOMS AND A BATH FLAT OF THE WASHINGTON SANITARY HOUSING COMPANY.

out the city, especially in the most neglected neighborhoods and among the least resourceful people.

One of the first efforts of this committee was to secure the enactment of a law for the condemnation of houses unfit for human habitation. The original bill was drafted by Surgeon-General Sternberg in 1897, but owing to the opposition of interested parties and also on account of inertia of a few Congressmen who objected to this measure upon constitutional grounds, the bill as finally agreed upon was not enacted until May 1, 1906. The committee has also been very helpful to the Commissioners in securing adequate appropriations for the conversion of at least six alleys into minor streets.

The committee at present is "lending a helping hand" in the revision of local building laws with special reference to light and ventilation, sanitary plumbing, fire protection, overcrowding, etc., in reporting for proper action insanitary, dilapidated and unsafe houses and is likewise promoting the removal of all box privies, where sewer connections can be enforced. The committee is also co-operating with the Commissioners in an effort to secure an adequate number of inspectors for the Health Department, who shall be able not only to attend to complaints, but to make such periodic investigations as shall render impossible the continuance of insanitary conditions, such as filthy toilets, bad plumbing, dirty walls, stairs and premises, broken plaster, overcrowding of tenements and shacks and occupancy of insanitary cellars and basements. Some members of the committee are engaged in preparing a tabulation of housing laws and regulations in the principal cities of the United States, which shall serve as a basis of suggestion for whatever housing legislation may be desired for the District of Columbia. The committee about two years ago advocated a "Special Commission on Housing and Health Conditions in the National Capital" to be appointed by the President and will continue its advocacy so as to cover the entire field of which only a portion is being considered by the present Building Inspector's Commission.

One of the most recent efforts of this committee is to promote the extension and improvement of commercial buildings, by informing local real estate dealers and investors of the success of the housing companies achieved here and elsewhere by the employment of local agents, special rent collectors, allowances for repairs and rebates, building designs and management of property.

*Mr. Charles F.
Weller's Investi-
gations.*

One of the most important investigations of the committee was conducted by Mr. Charles F. Weller, General Secretary of the Associated Charities in the years of 1905 and 1906.

The results of his studies in the alleys, shacks and tenements of the National Capital were published in "Charities and the Commons," March 3, 1906, and proved extremely helpful in securing needful sanitary legislation. Many of the photographic views are reproduced by his courtesy, because they reveal the same deplorable conditions in 1906 as described by the Board of Health in 1871. From Mr. Weller's survey we learn "that the largest colored city in the world is included in Washington," since, according to the police census of 1905 there were 95,695 colored persons in a total population of 323,123. There are 286 alleys containing 19,076 inhabitants, mostly colored, but there are also a few typical alleys "where white people exclusively and nearly all of them native-born Americans are found to be influenced by the same average alley standards." In his description of O Street alley we find the same evidences of moral degradation described by Miss de Graffenried in 1895, and which must be expected when five families occupy a six-room house, and a four-room dwelling is crowded with a separate family in each room, one of them comprising a man, his grown daughter with her three illegitimate children. The avarice of the average alley landlord is shown by the fact that, when the Health Department compelled the installation of a water closet in some of the tenements in Phillip's Alley, the rent was promptly increased from \$5 to \$7.30 per month, an increase of 46 per cent. In 10 of the 20 houses the increase was \$3, or 60 per cent.

Space will not permit reference in detail to the conditions found in "Ball's Alley," "Durr's Alley," "Guethler's Alley," "Poona Court," "Ruppert's Court," "Cushing Place," "Caucasian Alley," "Odd Fellow's Alley," "Chinch Row," located within three blocks from Dupont Circle, and many others.

After a careful description of the alleys, shacks and shanties, Mr. Weller takes up the centers of evil in the better parts of Washington and enters a timely protest against the tenement house "the mammoth human ant-hill" of which the "Douglas Flats," constructed some 15 years ago with philanthropic motives as a model tenement is a fair sample. It is 40 feet wide by 208 feet deep, covering nearly the entire lot. There are

60 rooms in all, fifteen on each floor; 40 families or 95 individuals were scheduled in the 54 occupied rooms. There is a single toilet room in the center of each floor and all the water required on this floor must be drawn from the faucet located in this room. A personal visit to Douglas Flats made just 10 years ago and the knowledge that these flats scarcely netted 3 per cent in rents, induced the writer to advocate the erection of individual homes in connection with the Washington Sanitary Improvement Company.

It is to be hoped that Mr. Weller's comprehensive survey will be published in book form.

President Roosevelt's Efforts to Make the National Capital a Model City.

The President in spite of his varied and extensive knowledge of sociological conditions in New York and elsewhere, like the great majority of resourceful people, who are impressed with our fine streets and avenues, magnificent public and private buildings, beautiful parks and monuments, up to 1902 evidently had no personal knowledge of the wretched abodes hidden away in the alleys of the city, presenting in one sad picture the poverty and depravity, avarice and inhumanity, which philanthropists and moralists had encountered and described as early as 1871. In the fall of 1902 the President sent for Mr. Weller, the General Secretary of the Associated Charities, for the purpose of studying the social conditions and needs of the National Capital. Mr. Weller's studies had extended over a period of years, during which he had taken Senators McMillan, Gallinger, General Jno. W. Foster, and many other men of influence to see the evils and abuses which exist, and was also well provided with illustrative photographs. (See reproductions.)

The President was naturally "surprised and shocked at some accounts of 'How the other half live,' almost within the shadow of the Capitol Dome." In the meantime Mr. Jacob Riis, in company with Messrs. Macfarland, Weller and others, had made a personal inspection of the situation and declared that "he had not expected to find in our National Capital the peculiar, inhabited, hidden alleys, which he had noted and condemned in the notorious Whitechapel District of East London," and that the insanitary dwellings, "in some respects, were worse than any he had seen in New York City." Similar opinions had been expressed by competent and conservative observers years before, but were repelled by the flippant statement that

"Washington has no slums or serious tenement problems." It does not follow from what has been said on the subject, that Washington is worse or more hopeless than other cities, especially since Mr. Riis in one of his public lectures pointed out the most hopeful feature of our situation was, that "the National Capital could at this early stage in the development of its social problems, accomplish for a few thousand dollars what New York City, delaying remedial action until its building lots have reached a fabulous value, is now finding to be a good investment at the cost of millions." As a result of a careful study of the municipal problems of this and other cities the President in his message to Congress, dwelt wisely upon the fundamental principles underlying social righteousness and civic ideals.

Extracts from the President's Message, December, 1904. In pursuing the set plan to make the city of Washington an example to other American municipalities, several points should be kept in mind by the legislators. In the first place the people of this country should clearly understand that no amount of industrial prosperity, and above all no leadership in international industrial competition, can in any way atone for the sapping of the vitality of those who are usually spoken of as the working classes. The farmers, the mechanics, the skilled and unskilled laborers, the small shopkeepers, make up the bulk of the population of any country; and upon their well-being, generation after generation, the well-being of the country and the race depends. Rapid development in wealth and industrial leadership is a good thing, but only if it goes hand in hand with improvement and not deterioration, physical and moral. The overcrowding of cities and the draining of country districts are unhealthy and even dangerous symptoms in our modern life.

We should not permit overcrowding in cities. In certain European cities it is provided by law that the population of towns shall not be allowed to exceed a very limited density for a given area, so that the increase in density must be continually pushed back into a broad zone around the center of the town, this zone having great avenues or parks within it. The death-rate statistics show a terrible increase in mortality, and especially in infant mortality, in overcrowded tenements. The poorest families in tenement houses live in one room and it appears that in

these one-room tenements the average death-rate for a number of given cities at home and abroad is about twice what it is in a two-room tenement, four times what it is in a three-room tenement, and eight times what it is in a tenement consisting of four rooms or over. These figures vary somewhat for different cities, but they approximate in each city those given above; and in all cases the increase of mortality, and especially of infant mortality, with the decrease in the number of rooms used by the family and with the consequent overcrowding is startling. The slum exacts a heavy total of death from those who dwell therein; and this is the case not merely in the great crowded slums of high buildings in New York and Chicago, but in the alley slums of Washington. In Washington people can not afford to ignore the harm that this causes. No Christian and civilized community can afford to show a happy-go-lucky lack of concern for the youth of to-day; for, if so, the community will have to pay a terrible penalty of financial burden and social degradation in the to-morrow.

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"Several considerations suggest the need of a systematic investigation into and improvement of housing conditions in Washington. The hidden residential alleys are breeding grounds of vice and disease, and should be opened into minor streets. For a number of years influential citizens have joined with the District Commissioners in the vain endeavor to secure laws permitting the condemnation of insanitary dwellings. The local death rates, especially from preventable diseases are so unduly high as to suggest that the exceptional wholesomeness of Washington's better sections is offset by bad conditions in her poorer neighborhoods. A special "Commission on Housing and Health Conditions in the National Capital," would not only bring about the reformation of existing evils, but would also formulate an appropriate building code to protect the city from mammoth brick tenements and other evils which threaten to develop here as they have in other cities. That the nation's Capital should be made a model for other municipalities is an ideal which appeals to all patriotic citizens everywhere, and such a special commission might map out and organize the city's future development in lines of civic social service, just as Major L'Enfant and the recent Park

Commission planned the arrangement of her streets and parks.

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In his message to the present 59th Congress in December, 1905, Mr. Roosevelt has again urged that Washington be made a model city in all respects—"parks, public playgrounds . . . housing . . . education, truancy . . . charitable work." In the same year he commissioned his friend, the Hon. James B. Reynolds, former head worker of the University Settlement, New York, to make a survey of all those Federal and District departments of Government having to do with the general welfare of the City of Washington.

In response to numerous inquiries, the Washington Sanitary Improvement Company has authorized its Secretary to publish the history and development of the housing movement in the National Capital, with the hope that the results of its ten years' profitable experience may stimulate private and public enterprise in this very much neglected social need.

The history of improved dwellings for wage-earners reveals everywhere a lessened death rate. We have shown that the death rate among our 1158 tenants is about 7 per 1000, or less than half the general death rate among the white residents, while the birth rate is unusually high, all of which demonstrates the gratifying fact that there is nothing inimical to health in our climatic conditions. The regeneration of the housing conditions for the least resourceful people is the great sanitary and social problem of the 20th century. The foregoing pages furnish ample evidence that we can not expect a healthy, vigorous race without clean and healthful homes, and in the language of Mr. Riis, "you can't raise people in pig styes and then expect them to act like men." Take away the hovels and filthy places, let sun shine and pure air circulate through their homes and teach them habits of cleanliness and responsibility and the first step towards the elevation of the degraded and the education of the ignorant will be taken, not only in the warfare against tuberculosis and other diseases engendered by insanitary surroundings, but also in the battle for higher moral and social standards.

Officers of the Washington Sanitary Improvement Company.

GEORGE M. STERNBERG, PRESIDENT
S. WALTER WOODWARD, VICE-PRESIDENT
GEORGE M. KOBER, SECRETARY
JOHN JOY EDSON, TREASURER

Directors.

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JNO. JOY EDSON
MISS EMILY TUCKERMAN

E. FRANCIS RIGGS
EMILE BERLINER
THOMAS W. SMITH
SIMON WOLF
MRS. ALBERT CLIFFORD BARNEY
S. WALTER WOODWARD

"A SAFE FOUR PER CENT INVESTMENT."

Subscriptions to the stock of the company should be sent to Mr. Chas. J. Bell, Treasurer, American Security and Trust Building. Shares, \$100 each. Dividends paid semi-annually.

APPENDIX

BY-LAWS OF THE WASHINGTON SANITARY IMPROVEMENT COMPANY.

OBJECT.

The principal object of the company is to furnish sanitary homes in the city of Washington at reasonable rentals.

BY-LAWS.

ARTICLE I.—*Meeting of stockholders.*

SECTION 1. A meeting of the stockholders shall be called annually, on the first Tuesday in April, for the purpose of electing directors for the ensuing year. The polls shall be open for one hour. Notice of time, place, and object of such meeting shall be made in manner prescribed by law, and at least ten days previous to such meeting a notice thereof shall be sent by mail to each stockholder of record, at his residence or place of business, as the same shall appear on the books of the corporation.

SEC. 2. To constitute a quorum at any stockholders' meeting, a majority of the stock shall be required to be represented, either by the holders thereof in person or by proxies, and each stockholder shall be entitled to one vote for each share of stock held.

SEC. 3. Special meetings of the stockholders may be called by the board of directors at any time, and shall be called whenever the owners of two-fifths or more of the stock of the company outstanding at the time make application to that effect to the board of directors, in writing, stating the object of the proposed meeting. The business transacted at all special meetings shall be confined to the objects stated in the call and matters germane thereto. One week's notice of each special meeting of stockholders shall be given to each stockholder, by mailing the same to him at his residence or place of business, as the same shall appear on the books of the corporation, unless the manner of giving notice of such meeting shall be prescribed by law, in which case the notice required by law shall be given.

SEC. 4. At all annual meetings of the stockholders only such persons shall be entitled to vote in person or by proxy who appear as stockholders upon the transfer books of the corporation for ten days immediately preceding such meeting.

SEC. 5. At the annual meeting of stockholders, unless otherwise ordered, the following shall be the order of business, viz:

1. Proof of proper notice of meeting.
2. Report of president.
3. Report of treasurer.
4. Report of secretary.
5. Report of committees.
6. Election of directors.
7. Miscellaneous business.

ARTICLE II.—*Directors.*

SECTION 1. The business of the company shall be conducted by a board of thirty directors.

SEC. 2. The directors for the first year shall be elected by the incorporators of the company, and shall be divided by lot into three classes of ten each, of which the first shall hold office for one year, the second for two years, and the third for three years. At each annual meeting of stockholders the places of the directors, whose term of office shall have then expired, shall be filled by ballot of the stockholders, and the new directors so elected shall continue in office for the period of three years, and until their successors are elected.

SEC. 3. The board of directors shall meet quarterly, on the first Tuesday in the months of January, April, July, and October.

SEC. 4. The president shall call a special meeting of the board of directors whenever he is requested to do so, in a written communication signed by ten directors, or by stockholders representing a majority of the full-paid stock of the company.

SEC. 5. Vacancies in the board of directors shall be filled for the unexpired term by a majority vote of the remaining directors present at any special meeting called for that purpose, or at any regular meeting of the board.

SEC. 6. At the regular quarterly meetings the directors may adopt such rules and regulations for the conduct of their meetings and management of the affairs of the corporation as they may deem proper if not inconsistent with the law, provided that seven members are present, which number shall constitute a quorum.

ARTICLE III.—*Executive committee.*

SECTION 1. The executive committee shall consist of the president, vice-president, treasurer, secretary, and five other members of the board of directors.

SEC. 2. The executive committee shall conduct the business of the company under the general direction of the board of directors, to which it shall make full reports of all transactions relating to the interests of the company at stated meetings to be held as prescribed by section 3, Article II.

SEC. 3. The executive committee shall have power to purchase land upon which to erect dwellings, to make contracts for the erection of such dwellings in accordance with plans approved by a majority of its members, and to make regulations relating to the rental of such dwellings, the collections of rents, etc.

SEC. 4. The company, although organized from philanthropic motives, is not a charity organization, and the executive committee shall take all legal measures to collect rents and to evict tenants who fail to pay their rent, or who neglect to keep the tenements occupied by them in a cleanly and sanitary condition, or who lead a dissolute or criminal life.

SEC. 5. Meetings of the executive committee shall be held at least once a month. Special meetings shall be called by the president of the company whenever in his judgment it is necessary or whenever three members of the committee request it. A majority of the executive committee shall constitute a quorum. The secretary shall keep a record of its proceedings.

ARTICLE IV.—*Officers.*

SECTION 1. Immediately after the annual meeting of the stockholders the directors shall elect, from their number, a president, a vice-president, a treasurer, a secretary, and five additional members to serve upon the executive committee.

SEC. 2. The officers and other members of the executive committee shall respectively hold office during the ensuing year, until their successors are elected.

SEC. 3. All officers and agents of the company receiving or disbursing money shall give such bonds, with such sureties, as may be required by the executive committee.

SEC. 4. Vacancies in office may be filled by the board of directors at any meeting thereof, called as prescribed in sections 3 and 4, Article I.

ARTICLE V.—*Duties of president.*

SECTION 1. The president shall preside at all meetings of the stockholders and of the board of directors. He shall be ex-officio chairman of the executive committee.

SEC. 2. The president of the company shall act as its general executive.

in the conduct and management of its business, and shall have general supervision of all officers, agents, and employees of the company. He shall sign certificates of stock and all contracts in the name of the company when authorized so to do by the executive committee. (See also Article X).

SEC. 3. He shall from time to time report at meetings of the board of directors such matters as in his judgment should be laid before the board for consideration, and at the annual meeting of the stockholders shall report the condition of the affairs of the company as of the last day of the month immediately preceding such meeting.

ARTICLE VI.—*Duties of vice-president.*

SECTION 1. In the absence or inability of the president, or in case of vacancy in that office, the duties and powers of the president shall devolve upon and be performed by the vice-president.

SEC. 2. He shall be ex-officio a member of the executive committee and in the absence of the president shall act as chairman of that committee.

ARTICLE VII.—*Duties of secretary.*

SECTION 1. The secretary shall keep in his possession all books, papers, vouchers, deeds, etc., belonging to the company. Valuable papers shall be kept in a drawer, to be rented for that purpose in a reliable safe deposit company. He shall keep a record of all meetings of the stockholders, of the board of directors, and of the executive committee. He shall keep an itemized account of all receipts and expenditures, and shall submit to the board of directors at each quarterly meeting a full statement of the same, together with vouchers showing in detail the items for which payment was authorized in orders upon the treasurer, given as prescribed in section 2, Article VIII.

SEC. 2. He shall attend to the giving and serving of all notices of the company, and shall affix the seal of the company to all certificates of stock when signed by the president and treasurer. He shall attend to such correspondence as may be assigned to him, and perform all other duties incidental to his office. He shall also keep a stock book containing the names, alphabetically arranged, of all persons who are stockholders of the corporation, showing their places of residence and number of shares held by them, respectively, the time when they respectively became the owners thereof, and such book shall be open for inspection as prescribed by the law, and he shall perform all such other duties as may from time to time be imposed upon him by the board of directors.

ARTICLE VIII.—*Duties of treasurer.*

SECTION 1. The treasurer shall receive all moneys belonging to the company, and forthwith deposit the same, in such place or places as may be selected by the executive committee as a depository, to the credit of the Washington Sanitary Improvement Company.

SEC. 2. He shall disburse the money held by him for the company in payment of accounts certified to be correct by the president, or in his absence by the acting chairman of the executive committee, and by the secretary. An order for the disbursement of funds, signed by the president and secretary will be his voucher for such disbursement, but the original accounts will be retained by the secretary.

ARTICLE IX.—*Seal.*

SECTION 1. The seal of the company shall be circular in form, with the words "Washington Sanitary Improvement Company, 1897," on the circumference. The seal shall be kept in charge of the secretary.

ARTICLE X.—*Certificates of stock.*

SECTION 1. The certificates for shares of the capital stock of the company shall be in form as follows:

No. _____ Shares.

WASHINGTON SANITARY IMPROVEMENT COMPANY.

Incorporated under the laws of _____.

Capital stock \$500,000
Shares 10 each.

This certifies that _____ is entitled to _____ shares of the capital stock of the Washington Sanitary Improvement Company, of the par value of \$10 each (fully paid and nonassessable), transferable only on the books of the company, in person or by attorney, upon surrender of this certificate.

The holder hereof, by acceptance of this certificate, agrees with the Washington Sanitary Improvement Company, and separately with each of its stockholders, that the amount payable in dividends, upon the capital stock of the company, shall be limited to 5 per cent per annum upon all outstanding capital stock, payable only out of net earnings and as determined by the directors, who are authorized, in their reasonable discretion, first to make provision for a surplus fund. But if for any year a dividend of less than 5 per cent shall be paid, the deficiency may be made up in future dividends. All dividends shall be payable from the date of payment of subscription to the capital stock of the company.

Witness the seal of the company and the signatures of its president and treasurer.

Dated the _____ day of _____, 189—.

_____, *President.*
_____, *Treasurer.*

In case after the payment of the dividends there shall remain, in any year, additional or surplus net earnings, the same may be applied by the directors toward the accumulation of a surplus fund or in any manner, in their discretion, to further the interest or increase the usefulness of the company.

This section 1 of this Article X of these by-laws shall not be abrogated, revoked, repealed, altered, modified, or amended, save with the assent voted at a meeting of the holders of at least four-fifths of all the capital stock of the company outstanding at the time.

SEC. 2. No certificate of stock shall be issued until the amount of stock subscribed shall have been fully paid. Stock to be payable as follows: twenty per cent on allotment, the balance in installments of twenty per cent each at the call of the directors upon not less than twenty days notice. Receipts to be issued for each payment, said receipts to be surrendered upon the final payment and issue of stock.

SEC. 3. All certificates of stock representing capital stock of the company shall be numbered and registered in the order that they are issued, and shall have affixed thereto the corporate seal, and shall be signed by the president and treasurer and countersigned by the registrar of transfers, if such there be.

SEC. 4. No stock shall be transferred unless the transfer be made on the books of the company, and the transferred certificates shall be surrendered and canceled. All certificates shall be bound in a book and shall be issued in consecutive order therefrom, and in the margin thereof shall be entered the name of the person owning the shares therein represented, the number of shares, and the date thereof. Such transfer books may be closed for such period as the executive committee may direct previous to and on the day of the annual meeting of the stockholders, and also at such times and for such period as may be deemed advisable for dividend purposes, or for the purpose of holding special meetings.

SEC. 5. The executive committee may appoint a transfer agent to facilitate transfers by stockholders under such regulations as the board may from time to time prescribe. The executive committee may also appoint a registrar of transfers of stocks. After the appointment of such registrar of transfers no certificate thereafter issued for stock shall be binding upon the corporation, or shall have any validity unless countersigned by such registrar of transfers.

ARTICLE XI.—*Amendments.*

SECTION 1. Any one or more of these by-laws, except section 1, of Article X, may be altered or amended at any meeting of the board of directors by a vote of at least two-thirds of those present, provided the proposed amendment is inserted in the notice of such meeting.

SEC. 2. A copy of each amended by-law shall be sent to each stockholder within ten days after the adoption of the same.

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